K O E FANĀ FOTU´: SUCCESS IN MOTION, TRANSFORMING PASIFIKA EDUCATION IN AOTEAROA NEW ZEALAND 1993-2009

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MINISTRY OF EDUCATION
Te Tāhuhu o te Mātauranga

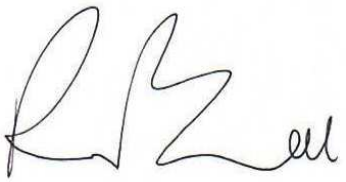
MINISTRY OF EDUCATION STATEMENT

15 April 2010

Approval is given for Lesieli Pelesikoti Tongati'o to use and analyse information and data, gathered during the course of her work as an employee of the Ministry of Education, in her doctoral thesis. This thesis is a retrospective review of the work in developing Pasifika education strategic plans. The development strategy involved consultation with Pasifika communities across Aotearoa New Zealand, review of research and evidence and stock takes of policy initiatives.

This study has been undertaken with the agreement of the University of Canterbury Human Ethics Committee.

The thesis will be available via the University of Canterbury Library PhD data base and will also be made available to the Ministry of Education to help guide future Pasifika strategy development and gain more understanding about Pasifika engagement and analytical theories.



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DISCLAIMER

The views, opinions, findings, and conclusions expressed in this thesis are those of the author and do not necessarily represent the views and opinions of the Ministry of Education.

ACKNOWLEDGEMENTS

Ask not what your country can do for you … ask what you can do for your country.

John F. Kennedy, 20th January 1961

‘Oku ou fiefia ke fakafeta‘i ki he ‘Otua Māfimafi ‘i he ‘Ene ‘omi ivi mo e ‘atamai fie ako kiate au ke u fakahoko‘aki ‘a e ako koeni´. Fakafeta‘i ‘i he ngaahi lelei kotoa pe ‘oku´ ne faka‘inasi‘aki ‘a ‘eku mo‘ui´ pea mo ‘Ene tauhi ‘a hoku fāmili´. ‘Oku ou ‘oatu ‘a e fakamālō loto hounga mo‘oni ki he toko taha kotoa pe na‘e lotu mai ma‘aku, mo e ngaahi tokoni kehekehe ‘i he ngaahi ta‘u lahi ne fakahoko ai ‘a e ako´ ni. ‘Oku ou faka‘amu ke hoko ‘a e ako´, ko e fanā fotu ia ‘i he mo‘ui ‘a e fāmili´, siasi´ mo e kāinga kotoa pē.

By God’s Grace I’ve survived and arrived. Keeping aloft study, professional and personal lives and not losing sight of finishing this thesis, was a personal goal set several years earlier. This would not have been realised without the support of many people.

I acknowledge the financial and professional support given by the Ministry of Education in enabling this thesis to be completed and for continuing to support my academic endeavours and professional growth. This thesis has given me an opportunity to stand back from my daily work and review what has been done over the last 16 years. I also thank the Ministry of Education for approving my use of information and data gathered during the course of my work as the Pule Ma‘ata Pasifika. I acknowledge my colleagues who have totally embraced the “everyone is responsible for Pasifika education” mantra. Pasifika education would not be where it is today without this drive and commitment, thank you so much for your support.

In particular, I wish to acknowledge Howard Fancy and Kathy Smith for supporting me while you were in the Ministry of Education. Howard’s fono series got the Ministry of Education out there into many Pasifika communities across the country. Thank you Howard for the opportunities to discuss, theorise, strategise and follow through after every fono. I have valued your exemplary support for Pasifika education and this thesis reflects back on that work. Thank you to Kathy Phillips and Rawiri Brell for being great mentors and helping me to live this dream. To Karen Sewell and the Leadership Team, thank you for making sure that Pasifika education is living across the Ministry of Education’s work. To all my colleagues, this thesis looks back at our journey, thank you for contributing to Pasifika success and stepping up to numerous challenges. To staff in the Pasifika unit across the country, thank you for your

support, enthusiasm and clapping me on when the going got tough. Thank you also for sharing your multiple technological skills to help realise the Pasifika look and feel of this thesis and for being willing listeners for me to test my ideas out on.

Pasifika education would not have been a force to reckon with if it had not been for the support of thousands of Pasifika peoples across the country. Your willingness to attend and participate in fono informing the Ministry of Education about what was important in raising Pasifika participation, engagement and achievement across all levels of education, enabled me to complete this thesis by looking back over that information. Thank you for the healthy debates and discussions about education and your willingness to be involved in the fono series over several years, critiquing and providing feedback on successive plans have formed the backbone of this thesis. Without your involvement, the first plan Ko e Ako ‘a e Kakai Pasifika released in 1996 and subsequent Pasifika Education Plans released in 2001, 2006, 2008 and 2009 would not have been a reality. We’ve made some progress but we still have some way to go in this journey.

I acknowledge and thank Mele Piukala Limuloa, the most connected Pasifika person I know. When I first started in the Ministry of Education as the Pule Ma‘ata Pasifika and wanted to meet with Pasifika peoples across the country, Mele was able to give me a contact name in all the major cities and large provincial towns across Aotearoa New Zealand. I was absolutely amazed. I contacted these people and they and Mele, organised the first series of fono by making introductory connections towards the end of 1993 and holding fono through 1994, 1995 and 1996. My deepest gratitude to you all. Thank you Mele for also providing me with a home away from home in Christchurch during this study, mālō ‘aupito e ‘ofa.

I wish to thank past and current members of the Pasifika Advisory Group. Your contributions, the many discussions we’ve had, your insightful comments on strategies, policies and operational activities have been valuable in visioning about the future of Pasifika education.

Discussions with Tongan language expert Melenaite Taumoefolau Manoa led to the identification and adoption in this thesis of the name Tolu‘i Founga, the three part development strategy of talanoa ako (consultation), ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake), as one of the tools created for retrospective review of information gathered and used for developing Pasifika plans. Dr Melenaite Taumoefolau, noted Tongan linguist, also

translated authorising environments, public value and organisational capability for me to use in this thesis. Thank you both for your help.

I acknowledge the patience and perseverance of my supervisors Professor Karen Nero and Dr David Small, and the support from the Macmillan Brown Centre for Pacific Studies for completion of this thesis. Being a distant student must have been frustrating. I have always valued your critique, advice and support, and pushing me to consider a variety of contexts in this thesis. This has extended my own knowledge and the thesis is much more comprehensive as a result. I valued being challenged by both of you, pushing me outside of my comfort zones, and being critical friends as well and listening to my views about the Pasifika education world. Thank you both so much.

I acknowledge the inspiration given by my late parents Viliami Vea Prescott and Mele Feʻofaʻaki Tāpealava Pelesikoti. I am thankful that you lit the education fire in our family and may this vision be realised by current and future generations of our families. This PhD is dedicated to you both, Mele for your educational leadership and Vea for pushing us to realise that dream. You both knew I was on this journey, may you rest in God's peace.

I thank my husband Valita, three daughters ʻUheina Lupeʻeva, Hulita Rachael and Mele Feʻofaʻaki, and grandson Vealata-i-Tafengamonū. Your love and support have nurtured me all these years, enabled me to work outside Tongan traditional paradigms and kept the home going strong in spite of the many challenges that have come our way. You have always believed I could finish this thesis and did everything possible to make sure that I did and still be a balanced person at home, in our church community and in the wider community that we live in. Living in Palmerston North, working in Wellington and studying in Christchurch was a mission to be accomplished and I thank you all for helping me in this journey and for keeping me grounded on the things that matter.

Last but not least to all of my families, Tāpealava, Pelesikoti and Tongatiʻo, here in Aotearoa New Zealand, in Tonga and around the globe, thank you for encouraging me on this journey and not letting the distance between our shores diminish your love, support and belief that I could do this. ʻOfa atu ʻIkani, Kolopeaua, Netatua, Taiana (pekia), Mavae mo e fāmili kotoa pe.

Mālō ʻaupito, ʻofa lahi atu.

ABSTRACT

This thesis is a retrospective review and analysis of the processes and information gathered and used by the Ministry of Education in its development of Pasifika education strategic plans from 1993 to 2009.

This is a high level strategic analysis, adopting interdisciplinary approaches from across the social sciences particularly from education, public policy and management, and Pacific studies. It draws on information gathered by the Ministry of Education through talanoa ako (consultation), ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake), to review whether Pasifika strategic plan development met Pasifika and non-Pasifika requirements; fulfilled authorising environments' expectations; created public value and leadership across the education sector; and, identified what worked and why.

The thesis draws upon Tongan and Pasifika values and methodologies and demonstrates how these integrate and create value across Pasifika and non-Pasifika worlds, using tools specifically created to address the methodological challenges in this thesis.

The thesis finds that it is important to formulate Pasifika strategic plans with Pasifika communities, and that the Pasifika Education Plans worked in focusing the Ministry of Education and consequently the education sector on Pasifika students, parents, families and communities' education expectations and aspirations. Keys to successful Pasifika education plan formulation included engaging Pasifika students, parents, families and communities in education discourses; improving the education workforce's responses to Pasifika peoples; placing Pasifika learners at the centre of pedagogy and epistemology; faster scaling up of what worked in raising participation, engagement and achievement; and, having more choice for Pasifika communities to realise their education potential and exercise their voice at all levels of education governance and decision making.

It identifies the successful coordinating factor to be the growing of champions and leaders within the Ministry of Education, Pasifika communities and in the education sector to lead and sustain change through ownership, responsibility, accountability and monitoring for Pasifika success.

GLOSSARY OF NON-ENGLISH TERMS

This glossary is arranged according to the English alphabet and includes Tongan as well as other Pasifika and Māori language terms used in this thesis. It should be noted that most Tongan words have multiple meanings depending on the context within which they are used. Expert Tongan language speakers and researchers may draw intricate and overt meanings for these phrases, the contexts in which they occur as well as the delicate nuances of symbolisms and images embedded in the metaphors used. Brief translations in this glossary are given as they are applied and used in this thesis.

anga-fakatonga	Tongan way, customs, traditions
‘eiki	superior or of high status, nobility
faā‘i mata	four faces, sides or phases
fa‘ē	mother
fa‘ē tangata	mother’s brother
fahu	a father’s sister is of higher rank to his children
faifatongia	to perform a function
faka‘apa‘apa	respect
fakahikihiki	praise and putting others ahead of oneself
fakahoko	to implement or deliver a service
fakalekesi	to treat with special care, or give special attention, such as guiding young children on how to be Tongan
fakatōkilalo	humble, humility
fakatoukatea	being simultaneously skilful or can multitask
fāmili	family
fanā	ship’s mast(s); flagship(s)
fanā fotu	mast showing up above the horizon, something which stands out
fanafana	talk in a whisper
fatongia	function; role; task
fatu‘anga	to begin the making of something such as a mat, or framework of a house

fatu‘anga kakala	making of a garland of fragrant flowers
fe‘aonga‘aki	helping each other; contribution; reciprocity
fekau‘aki	related to something else; mutual relationships
feongo‘i‘aki	feeling for one another
feongoongoi	listening to one another
fepikitaki	joining up; related
fetokoni‘aki	mutual helpfulness
feveitokai‘aki	respect; to be considerate
fono	meeting or conference; town or village meeting
fonua	land; afterbirth; grave
fotu	to stand out and to become prominent
ha‘a	tribe, clans
hangē	like something else; comparison
heliaki	to speak in metaphors; to say one thing and mean another
hou‘eiki	chiefs; nobles
ivi	power, ability or influence
ivi fakahoko	the power, ability or influence of an organisation to fulfil its functions
‘ilo	knowing self; knowledge; know
‘ilo ‘eiki	knowing higher ranked nobility
kāinga	extended family
kakala	fragrant flowers
kali	wooden pillow or headrest
kali fanafana	short wooden pillow or headrest. Used in this thesis to mean young children sleeping on their mothers’ arms in close proximity for safety, warmth and reassurance and for mother to whisper or teach moral behaviours, culture, identity, language or songs to her children
kali loa	long wooden pillow or headrest. Used in this thesis to mean when the child grows up she/he moves further out on her/his mother’s arm as they grow up and will eventually no longer need to sleep on their mother’s arm. That is, they have learned what they need to learn and can move out into the adolescence and youth worlds confidently and independently
kau he lau	being counted; taken notice of
kavenga	burden; load; responsibility

kōhanga reo	Māori immersion early childhood education service
ko hoto founga	one's ways of operating
ko hoto ʻuhinga	individuality/being different from others; what one stands for
kura	Māori immersion primary school
lea faka-Tonga	Tongan language; speaking in Tongan
lotu	spirituality; pray; church
luva	to give away, to devote or to sacrifice ones all
maʻata	a word from the Cook Islands Māori language used in this thesis to mean senior
mafai	able, capable and the ability to perform
mafai tuʻutuʻuni	the power to lay down rules; give instructions. Used in this thesis to mean authorising environments
mahuʻinga	importance, valuable, precious, cost of something
mahuʻinga fakafonua	important to the land, country or nation, civil or national matters. Used in this thesis to mean public value
māʻolunga	high; higher rank or position; height
mehekitanga	father's sister; paternal aunt
mo e, mei he, ki he	joining words
moʻui faka-Tonga	living like a Tongan; Tongan ways and culture
ngāue	work
ngāue fakataha	working together
ʻofa	love
ʻosikiavelenga	doing the utmost
pālangi	European people; descent from Europeans; Western cultures
Pasifika	an umbrella term inclusive of all Pasifika communities in Aotearoa New Zealand from all countries of the Pacific Region
Pasifiki	Pacific
pule	manager in the languages of Samoa, Tonga, Niue, Tokelau, Tuvalu, Fiji
talanoa ako	talking about education; consultation on education issues
talatalaifale	household discussion not intended for outside ears; instructing family about behaviour, morality, relationships
tapu	forbidden; unlawful; prohibited; sacredness; holiness

taʻovala	mat worn by Tongans around the waist as a sign of respect for self and others
taʻovala kie fau	ta'ovala made from the fibre of the bark of the fau plant, giant hibiscus trees
tauhi vā	looking after relationships
toli	picking or plucking flowers; choosing or selecting something
toluʻi founga	three methods; three phases; three ways
tuʻa	inferior; of low status; commoner class
tui	to make something by threading, like a necklace or garland
tuʻi	king; monarchy
ʻulumotuʻa	male head of a family; leadership; eldership
ʻulungaanga faka-Tonga	Tongan, values, traditions; Tongan ways of behaviour
ʻulungaanga fakatō ki lalo	humility; putting oneself below others as a sign of respect
whānau	Māori word for whole extended family and all blood relatives
wharekura	Māori immersion secondary school
wānanga	Māori tertiary institution

ABBREVIATIONS

ACE - Adult and Community Education

ALL - Adult Literacy and Life-Skills Survey

aSSTLe – Assessment Tools for Teaching and Learning

CEDAW - United Nations Convention on the Elimination of all Forms of Discrimination against Women

CTG – Closing the Gaps

CUAP - The Committee on University Academic Programmes

ECA - Employment Contracts Act

ECE – Early Childhood Education

ECEDGS - Early Childhood Education Discretionary Grants Scheme

EEO – Equal Employment Opportunity

ERO - The Education Review Office

ESOL - English for Speakers of Other Languages

FKKA – Fatu‘anga Kakala ki he Ako: Strategic Value Chain for Pasifika Education

FMTVFFTA - Ko e Faā‘i Mata ‘o e Tauhi Vā, Fatongia, Feongoongoi mo e Talanoa Ako: The Four Frames of Relationship, Performance, Alignment and Talanoa Ako

HRC - Health Research Council

IALS - International Adult Literacy Survey

IEA - International Association for the Evaluation of Educational Achievement

ICT – Information and Communications Technology

ILO - International Labour Organisation

ITO - Industry Training Organisation

ITPNZ - Institutes of Technology and Polytechnics of New Zealand

KFFA - Ko e Fanā Fotu ‘o e Ako: The Pasifika Education Transformation Agenda

LLN - Literacy, Language and Numeracy

MMP – Mixed Member Proportional voting system

MOE – Ministry of Education

MPIA – Ministry of Pacific Island Affairs

MoRST - Ministry of Research, Science and Technology

MSD - Ministry of Social Development

NCEA - National Certificate of Educational Achievement

NEMP – National Education Monitoring Project

NQF - National Qualifications Framework

NZEI – New Zealand Education Institute

NZQA - New Zealand Qualifications Authority

NZSTA – New Zealand School Trustees Association

OTEP - Other tertiary education provider

OECD – Organisation for Economic Co-operation and Development

PAG – Pasifika Advisory Group

PBRF - Performance-Based Research Fund

PEP – Pasifika Education Plan

PIRLS – Progress in International Reading Literacy Study

PISA – Programme for International Student Assessment

PITPONZ - Pacific Islands Training Providers of New Zealand

PMP – Pule Ma‘ata Pasifika

PPTA – Post Primary Teachers Association

PSA – Public Service Association

PTE - Private Training Establishment

SSC - State Services Commission

SSG - Special Supplementary Grants

STAR - Secondary-Tertiary Alignment Resource

STEP - Statement of Tertiary Education Priorities

TEC - Tertiary Education Commission

TEI - Tertiary Education Institution

TEO - Tertiary Education Organisation

TES - Tertiary Education Strategy

TIMMS - The Trends in International Mathematics and Science Study

TFDS – Tolu’i Founga: Development Strategy

UE – University Entrance

WTO – World Trade Organisation

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Keys to the colour schemes used in the thesis

This colour scheme is used to clearly identify tables and boxed information containing narratives, case studies, common themes drawn from talanoa ako, summaries of ngaahi fekumi (literature review) and analysed information using the tool Tolu‘i Founga (Development). The Extended Case Study Six is not in colour due to its length.

Narratives 1-9

Case Studies 1-6

Tables showing common themes drawn from talanoa ako for specified time periods

Ngaahi fekumi (Literature Reviews)

Tables containing summaries of analysed information using the tool Tolu‘i Founga (Development)

CHAPTER ONE: INTRODUCTION

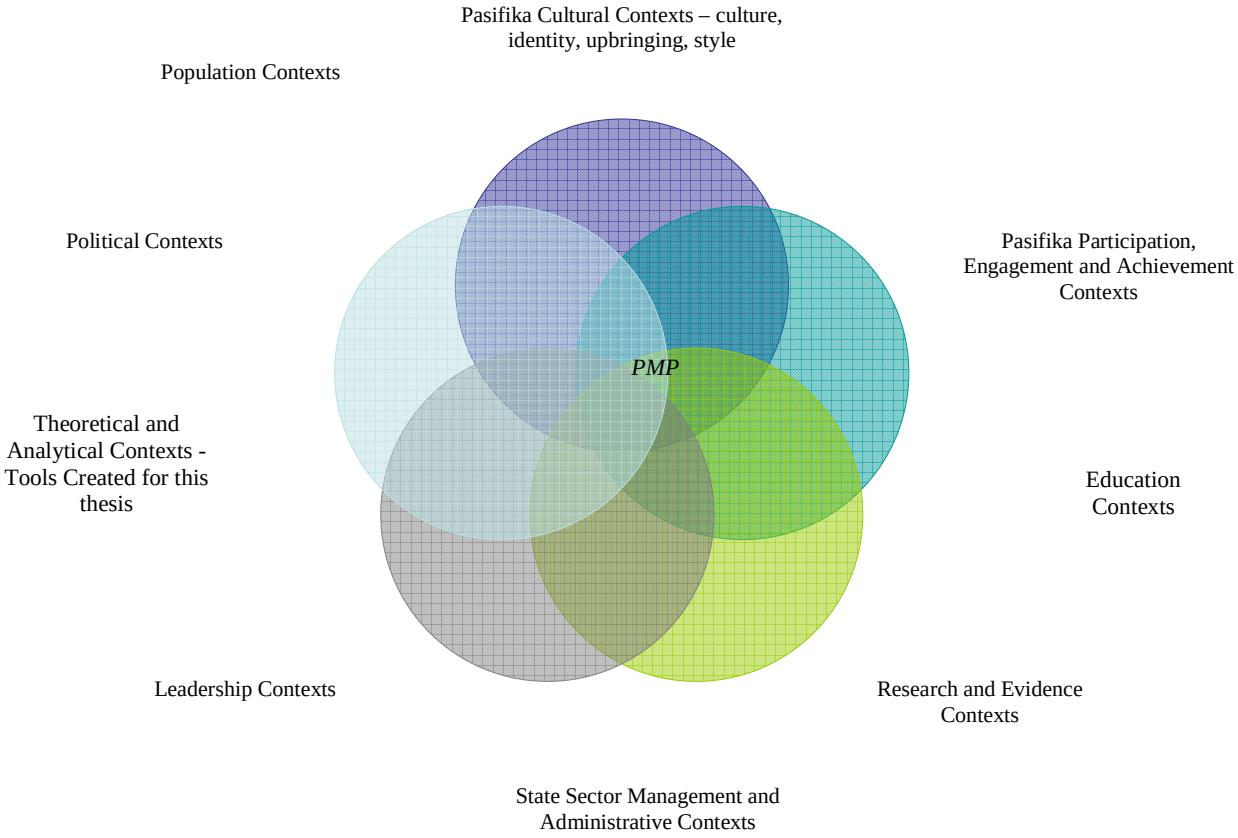


Figure 1: Insider/Outsider Contexts and Challenges

The Pule Ma‘ata Pasifika is located within and outside the contexts shown in this figure, negotiating across these spaces, drawing on autobiographical forms of study and analytic autoethnography. The Pule Ma’ata Pasifika is an active participant researcher, mutually shaping and being transformed by these sociocultural contexts.

1.0 Prologue

Vignette 1: It is Education

Civil defence put out a message on More FM Christchurch asking people not to venture outside their homes on an icy, cold, wet, wintry winter's night on 31 July, 2008. Nearly three hundred people turned up to a Pasifika education fono, in one of the local Pasifika churches. Why? Because it is education, it is education, it is education! Pasifika parents, families and communities; members of school boards, principals, teachers, senior secondary and tertiary students; representatives from across education sectors and education agencies; church leaders; and, the Ministry of Education all had one focus – to raise Pasifika participation, engagement and achievement in education.

This vignette demonstrates the importance of Pasifika education being a shared responsibility among Pasifika parents, families and communities; Ministry of Education; schools, teachers and boards; education agencies; researchers and programme implementers. The key is collaborating to create improvements and influence change in the education system. These were the reasons that this fono was well attended given the conditions. Relationships across these communities of interest have developed over time to realise this commitment, showing that no excuse was good enough to prevent participants from contributing to improving Pasifika education outcomes. In January 2010, the Pule Ma'ata Pasifika received the following message from the Ministry of Education's Southern Regional office to one of the schools in this region.

Vignette 2: A Cluster of Schools Celebrating Success

Congratulations! Your 71% Pasifika pass rate for NCEA Level 1 is something for the whole community to celebrate, exceeding the school median of 48% and the Pasifika pass rate from 2008, which was one of your key focus areas last year, and which you and your team developed a specific plan for. It is great to see that you are reaping the rewards. Most of your Year 11 students were probably Year 3 students when coming together to focus on Pasifika achievement through your primary schools' Home School Partnership Literacy and Numeracy programmes in 2001–2003. Schools' Pasifika Literacy Plans, Pasifika Family Literacy Programmes, and the Study Support Centre began in 2004. The Pasifika Computers in Homes programme and the Pasifika School Community Parents Liaison (PSCPL) project also began in late 2004. There was a strong foundation with a clear Pasifika focus in the Schooling Improvement Project in 2009. Throughout all this, Support Services has played a crucial role of weaving a Pasifika focus in its professional development work over the years. Throughout this journey, Pasifika parents, community representatives, tertiary providers, and agencies have always walked alongside and worked in partnership with your cluster of schools. Your NCEA success highlights the critical role of parents, families and communities, quality professional development and effective

teaching for Pasifika learners, and, a collective responsibility to plan and follow through for Pasifika success (Ministry of Education, Southern Region, January, 2010).

This positive result seemed to have taken off and improved for a cluster of schools that adopted targeted and tailored approaches highlighting collective responsibility by parents, families, communities; school board members, principals, teachers; and, students. They all planned for Pasifika success, and followed through on that planning, with agencies and experts working with them and providing support and advice. These vignettes also show how long it has taken for this persistent focus to take effect and build strength as students move from one level of their education to the next. These positive results made participating in a Pasifika fono and coming out in a wintry, wet, freezing winter's evening more worthwhile. Vignettes such as these are used throughout this thesis to provide real voices that show Pasifika success can be achieved when there is collective responsibility.

1.1 Introduction

In mid 1993, as the Ministry of Education's (MOE) Pule Ma'ata Pasifika (PMP), Advisor, Pacific Education, the author was responsible for advising the MOE on how it might deliver improved Pasifika education policies and implementation strategies. The PMP advised that a Pasifika education strategic plan was necessary to guide the MOE and the education sector in raising Pasifika students' achievement, and, that Pasifika communities wanted to be involved in that development. This thesis is a retrospective analysis of the processes and information gathered and used by the MOE in developing Pasifika education strategic plans over the past 16 years.

The PMP is also the author of this thesis and the person in the MOE leading the Pasifika education work. This has presented major methodological challenges and risks that have had to be addressed and mitigated against throughout the thesis. It has required separating the thesis from the PMP role to minimise potential conflicts of interest and allow a retrospective review and analysis of the MOE's Pasifika work. It also meant that there would be a significant autobiographical component to the thesis. This was important for understanding the approaches and processes adopted by the author as the PMP, which might be unique to her and might have been different if the PMP role was held by a person

from another Pasifika ethnic group or of another gender. The autobiographical contexts provided the foundations from which the tools used in this thesis were drawn.

The author is an active participant researcher drawing on autobiographical forms of study (Bullough and Pinnegar, 2001), and in places adopting analytic autoethnography frameworks (Anderson, 2006). The use of historical narratives (Narratives 1 and 2) show the meaning of Pasifika and the relationships between culture, identity, upbringing, style and leadership, all important in laying the foundations for this thesis. Foucault (1990) identified the importance of relevant experience and insights suggesting that

> if one is interested in doing historical work that has political meaning, utility and effectiveness, then this is possible only if one has some kind of involvement with the struggles taking place in the area in question. (p. 64)

To address the methodological challenges, the author created specific tools for this thesis to enable retrospective review and analysis of the MOE's work in developing Pasifika strategic plans, some years after the first Pasifika strategy was released. These tools help to review engagement processes; triangulate and analyse gathered information; consider authorising environments[1], organisational capability and public value; and implementation and reporting processes. It was important that the created tools were transferable between Pasifika and non-Pasifika settings, valued Pasifika processes, methodologies, theories and analytical frameworks, and, able to make contributions to future discourses on Pasifika education. These tools are successful integrations of Pasifika and non-Pasifika tools and are called:

- Tolu'i Founga: Development Strategy, created in 2003 and used to retrospectively analyse the information collected by the MOE through talanoa ako (consultation), ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake);
- Faā'i Mata 'o e Tauhi Vā, Fatongia, Feongoongoi mo e Talanoa Ako: The Four Frames of Relationship, Performance, Alignment and Talanoa Ako, created in 2007

[1] Authorising environment(s) is used in this thesis to refer to the authority(ies) that legitimise(s) public services in their work towards creating public value for citizens. These can include decision making authorities such as Cabinet legitimising the use of resources or giving permission for certain services, activities or projects to be delivered. It can also approve strategic policies, regulations and be standards setting bodies, Ministers and government agencies. This thesis, where relevant, also refers to Pasifika leaders, academics and knowledge creators, and cultural experts as part of the authorising environments in that they give permission and access to Pasifika communities helping to legitimise Pasifika knowledge, involvement and expert contribution towards developing Pasifika Education Plans.

and is used to analyse the processes used before and after talanoa ako (consultation).

- Fatu‘anga Kakala ki he Ako: Strategic Value Chain for Pasifika Education created in early 2009, and used to analyse whether the resulting Pasifika strategies met Pasifika and non-Pasifika methodologies, theories and values, authorising environments’ expectations and created public value.
- Ko e Fanā Fotu ‘o e Ako´: The Pasifika Education Transformation Agenda, created in early 2010 and used to analyse whether the resulting Pasifika strategies acted as fanā and valued as flagships[2] for the education sector on the preferred future status of Pasifika participation, engagement and achievement across the education system.

These tools provided Pasifika windows and lenses for this retrospective review and are discussed in more detail in the methodology in Chapter Four and used extensively throughout the thesis.

Other methodological challenges included the insider/outsider tensions that resulted from the author being in the MOE as well as being a member of the Pasifika community. These challenges ranged from being a public servant who must uphold the public service code of conduct, being apolitical and working for the government of the day, through to representing Pasifika views within the MOE. At the same time being visible externally as the Pasifika face of the MOE, with communities often seeing this position as ‘theirs’ when appropriate and as ‘outside’ the Pasifika community when bureaucracy gets in the way of community expectations. Another insider/outsider consideration was that of being both scholar, and as the PMP analysing and drawing on research, evidence and best practice to inform Pasifika strategy development. The retrospective analytical views in this thesis are the author’s views. These challenges are discussed more fully in the methodologies adopted by the thesis.

[2] A flagship is the most important or prestigious among a group of similar and related things. A flagship is the lead ship in a fleet of vessels, a designation given on account of being either the largest, fastest, newest, most heavily armed or, for publicity purpose. A flagship is also a ship that carries a fleet or squadron commander and bears the commander's flag. This thesis uses fanā as the Pasifika education flagship in Aotearoa New Zealand (Encarta Dictionary: English)
.

This thesis is also situated within the variety of contexts in which the MOE and consequently Pasifika education operate. These contexts include political contexts such as political ideology and the government of the day and its priorities; public sector management and administrative contexts; Pasifika cultural contexts where culture, identity, upbringing and style count; education contexts such as the education reforms of the late 1980s; Pasifika population contexts such as being a young, fast growing, diverse and complex population with multiple world views; Pasifika education contexts such as low participation, engagement and achievement across all levels of education; and data and evidence contexts such as limited availability of research on Pasifika education, the lack of Pasifika targeted policies and inadequate Pasifika data available in the 1980s through to the mid 1990s.

This thesis is a strategic view from the *"balcony"*, able to see the strategic and overall environment and not restricted to operational detail only (Heifetz & Laurie, 2001, p. 53).

1.2 The Title of the Thesis

The thesis is entitled *Ko e Fanā Fotu´, Success in Motion: Transforming Pasifika Education in Aotearoa New Zealand 1993–2009.* The first part of the title is fashioned on the Tongan proverb Hangē ha fanā fotu´ translated in this thesis as "like the presence of a tall and elegant mast". Literally, *hangē* is the Tongan word that compares one thing to another as in 'similar' or 'like', *ha* is used in this case as a joining word, *fanā*[3] is a ship's mast and *fotu* is presence, something that appears over a great distance, or can present itself clearly.

The proverb refers to a mast that is tall and elegant and therefore stands out from a group of masts appearing in close proximity. If a group of ships or boats are sailing as a fleet or anchoring together in the harbour, the distinguishing feature that can be seen from a distance is the ships' masts and obviously the tallest mast is the one that stands out and can be noticed. In Tonga, a group of boats usually tend to sail together if they are going fishing, where the smaller boats often look towards the bigger boats for guidance. The tallest mast

[3] Fanā can be used as both singular and plural terms.

or fanā can be seen as the leader recognised by others and if there is a storm brewing, the small boats look out to the one with the tallest mast to lead them to calmer waters or safe harbours, because the seamen can climb the tall masts and see further than those on boats with smaller masts. These larger boats can also spot the best fishing areas and can lead the other boats towards them, or guide others that might be lost. The mast is also the part of the boat to which the sails are attached, enabling the boat to travel long distances and find fair winds in becalmed situations.

The words fanā fotu′ together represent the Pasifika Education Plan (the short forms 'plan' or 'plans' are used throughout the thesis to refer to the first plan, Ko e Ako 'a e Kakai Pasifika and subsequent Pasifika Education Plans, where appropriate). As the words fanā fotu′ suggest, the plans were intended to be inspirational and recognisable, providing road maps, leading and guiding the education sector with a vision for Pasifika success, providing targets and making forecasts. The thesis looks at whether the plans acted as fanā, as flagships that were recognisable across a number of areas, particularly in the education sector, other social sectors and in Pasifika communities, signalling the importance of collective responsibility for raising Pasifika education outcomes.

The second part of the title, *Success in Motion*, represents the iterative nature of the MOE's response to Pasifika education. The MOE needed to develop a coordinated professional response informed by Pasifika communities' aspirations and expectations for education, based on research and evidence about what was working to raise achievement. The MOE responded to these expectations through developing strategic plans together with Pasifika communities, an activity that the MOE had not attempted before 1993. Once the MOE developed its first plan Ko e Ako 'a e Kakai Pasifika (Ministry of Education, 1996a), later plans were informed by that plan's progress, hence the iterative nature of the response. These plans were always viewed as living plans where progress, research, evidence and reviews led to further actions and targets being set, continuing to move forward through iterative development, implementation, monitoring, reporting and evaluation. This retrospective review of the MOE's work will see if the plan was iterative and living, an example of active policy adjustment or whether every plan was developed anew, not informed by the implementation outcomes from the previous plan, evidence and evaluation.

The third part of the title, *Transforming Pasifika Education in Aotearoa New Zealand 1993–2009,* shows the period the thesis covers and the changes that happened during this period. Change can be tracked in terms of the MOE, providers and Pasifika communities themselves, though more change needs to happen with greater urgency because Pasifika participation and achievement needs to catch up with that of the rest of the population, in the context of a fast growing Pasifika population.

The cover picture for this thesis is a ta‘ovala kie fau (ta‘ovala is a mat worn by Tongans around the waist, in this case this mat is woven from the bark of the fau plant, giant hibiscus plants), woven and decorated by the author’s mother for her children to wear when graduating from university. Ta‘ovala is a traditional item of clothing worn by Tongans as a sign of respect for self and others. This ta’ovala is used here as symbolic of the weaving of different contexts such as cultural, political and public sector management and administrative processes, education reforms, personal and professional leadership, research, evidence, Pasifika education trend data, Pasifika community voices and, education sector strategies that have impacted on the MOE’s approach to developing Pasifika strategic plans. The weaving symbolism this picture provides, show how the plans were put together, using a variety of information in ways that met authorising environments expectations, created public value and handed over across the MOE, to the rest of the education agencies, education sector and communities to implement.

1.3 Who Are Pasifika Peoples?

The term Pasifika has been in Aotearoa New Zealand’s education vocabulary since the early 1970s and the PMP traced its origins to when Pasifika communities established the Anau Ako Pasifika project, a home-based parent support education project.

When Pacific TeachNZ Scholarships for potential teacher trainees were created in 1997, a number of challenges were made by several people, not of Pasifika origin, saying that because Aotearoa New Zealand is an island in the Pacific region, they should be eligible for these scholarships. The complaints were not upheld and the targeted approach continued

because there was merit in making sure that more Pasifika peoples[4] went into teaching. However, the issues raised by the challenges indicated a need to be more explicit about eligibility and targeted populations. Thus it was important to identify a generic term that included all Pasifika peoples residing in Aotearoa New Zealand, and the term Pasifika was chosen as inclusive of all peoples from the Pacific region living in Aotearoa New Zealand including those from the northern, southern, western and eastern Pacific states. The term Pasifika is used throughout this thesis as far as possible even though the term Pasifika did not become popularly used until the late 1990s. The term Pacific is used in this thesis when the discussion mainly concerns Pacific Island Countries in the Pacific region.

1.3.1 Narrative One: Understanding Pasifika

Pasifika was never intended to indicate a one size fits all approach or that the Pasifika population was homogenous. Pasifika is an umbrella term and numerous definitions have been created over the years to gain more understanding. The narrative below is the first in a series of personal and professional narratives used throughout the thesis to provide windows into the cultural background that forms contemporary Pasifika cultural practices. This first narrative provides a definition of Pasifika, included in the Pasifika Education Plan 2008–2012 (Ministry of Education, 2008b).

[4] The terms Pasifika peoples (not people) are used throughout the thesis to refer to a diverse Pasifika population with multiple world views, heritages, identities, cultures and languages. Narrative One explains Pasifika further.

NARRATIVE 1: Understanding Pasifika

Pasifika is a collective term used to refer to people of Pacific heritage or ancestry who have migrated or been born here in Aotearoa New Zealand. Pasifika include recent migrants or 1st, 2nd and subsequent generations of Aotearoa New Zealand-born Pasifika men, women and children of single or mixed heritages. They identify themselves with their indigenous Pacific countries of origin because of family and cultural connections with Samoa, Cook Islands, Tonga, Niue, Tokelau, Fiji, Solomon Islands, Tuvalu and other Pacific countries. Pasifika peoples are not homogenous and Pasifika does not refer to a single ethnicity, nationality, gender, language or culture.

Pasifika peoples can have multiple world views with diverse cultural identities and may be monolingual, bilingual or plurilingual. These factors help them to operate and negotiate successfully through spiritual, social, political, cultural and economic worlds. Pasifika peoples value and respect elders and leadership, and build and lead strong relationships through service.

Reciprocity is a way of life where one's location, connectedness to family and community defines one's well-being, sense of belonging, identity and culture.

Effective teaching and learning can help to realise the potential that being Pasifika offers through the strands of Te Whaariki (the Early Childhood Curriculum) and the Aotearoa New Zealand Curriculum. Ensuring that Pasifika students and young people participate in quality early childhood education, are present, engaged and achieving in school and in tertiary education, is a shared responsibility - between parents and their children, between teachers and parents, between students and teachers and between policy and practice.

In charting new journeys in this country Pasifika peoples want the best for their children and young people in all areas and walks of life, and, that they contribute as full citizens of Aotearoa New Zealand. This quest for high achievement and contribution to citizenship is not made in isolation; rather it draws on internal (within families and communities such as church) and external (outside families and communities such as in schools) factors that influence education such as:

- Knowledge of family (extended), roles, sense of position, and the importance and value of strong networked relationships;
- Understanding the importance of social structures such as community and church and utilising these in consultation and seeking feedback;
- High educational expectations, aspirations and achievement that empower through building on Pasifika strengths;
- Strong identities, multiple worlds, language, culture and epistemologies;
- Engaged parents and partnerships that are inclusive of all stakeholders in education;
- Resilience, individual and group strength;
- Understanding the nature of change, individual and collective contributions to success; and,
- An education system that is responsible and accountable for outcomes.

Success in education is about positively harnessing Pasifika diversity and multiple world views within an enabling education system that works for young people, their families and communities. These are the cornerstones of stepping up the Pasifika Education Plan, to accelerate urgency in achieving better education outcomes for Pasifika. Pasifika success is critical for the future of Aotearoa New Zealand.

Ministry of Education, 2008b, p. 6

The narrative identifies factors that can influence education and these factors are further discussed in Narrative 2 below. These factors showed that family, social structure, high educational aspirations, strong identities, languages and cultures, engaged parents and families, and individual contributions to group strength are key influencers on educational success.

1.4 Culture, Identity, Upbringing and Style

The title of the thesis and the symbolic use of the woven ta‘ovala kie fau (mat worn by Tongans around the waist showing respect for self and others) draws upon the author’s personal culture, identity, upbringing and style. A Tongan woman is distinguished in part by her birthplace and location within her family, and, her father’s and her mother’s birthplaces within their families. Her father’s side of the family is always ranked higher (mā‘olunga or ‘eiki), especially her father’s sister(s) who is (are) mehekitanga[5] (aunts) to her brother’s children.

Fathers are deemed tapu (sacred) and the head of their extended families, kāinga or ha‘a (clans). The mother’s side of the family is always ranked lower (mā‘ulalo or tu‘a), her mother’s brother(s) are fa‘ē tangata (literally translated as male mothers) and can take on nurturing and subservient roles to their sister(s) and her/their children.

Family in Tonga, as in most Pacific societies, is always the extended family and one’s birth location within this social structure determines ‘ulumotu‘a (leadership and eldership) roles, responsibilities and mehekitanga (higher ranked) lines of the family. These important roles and responsibilities transcend many generations. Both women and men provide strong leadership in all families with distinct gender roles and responsibilities that help to ensure that all family obligations within the extended clan and for the community are fulfilled in a timely and respectful manner.

[5] Mehekitanga (aunt) is used in Tonga to refer to one’s father’s sister(s) or female cousins, on the paternal side, never to mother’s sisters or other family members. In Tonga, women (sisters) hold high respectful status in relation to their brothers, their wives and children and have lower status in respect of her father’s family.

Narrative Two below provides a personal and cultural background to the thesis and creates an understanding of contemporary Tongan and Pasifika cultural practices. It is used to highlight the importance of culture, identity, upbringing and style as used in this thesis, in providing the cultural contexts and foundations from which the resulting tools were eventually drawn. While being Tongan provided the first cultural window to the thesis, other lenses that have been drawn from included being Pasifika in Aotearoa New Zealand and in the Pacific region. These cultural lenses and processes have contributed towards the author's sense of relationship building and cultural wellbeing as well as helping to shape the cultural contexts through interpersonal relationships, contributed to firstly by parents, families and then the wider community. Active participation through social cultural activities were mutually shaping and transforming for the author as well as contributing to shaping sociocultural contexts within her spheres of influence. Rogoff (2003) referred to this as

> 'culture matters' … individuals develop as participants in their cultural communities, engaging with others in shared endeavours and building on cultural practices of prior generations. Understanding these cultural practices, in turn, needs a historical view of the contributions of individuals and generations in dynamic communities. (p.5)

This narrative is transferable to different cultural contexts and can be adapted by different Pasifika groups as required. The author has drawn from her Tongan heritage throughout this thesis, from her cultural training for leadership within family, involvement in Tongan and Pasifika-wide community organisations in this country, and, the importance of relationships between individuals, families and communities. These experiences have extended the author's understanding of Pasifika communities and different models of engagement, which were consequently used in her role as the PMP.

1.4.1 Narrative Two: Culture, Identity, Upbringing and Style Count

This narrative focuses on family structure, relationships, values such as high education expectations and aspirations, leadership and positioning, prioritising and resourcing, and, the key skills and competencies that were carried into the workplace.

NARRATIVE 2: Culture, Identity, Upbringing and Style Count

I was born in Tonga, the eldest child of 4 siblings, plus two "pusiaki" (adopted) sisters, plus grandparents, plus any other family that came to the main island of Tongatapu where we lived, for further education. I have never known what it was like to feel lonely or be alone.

Our parents always told us about the significance of our birth right and birth places, what our positions in the family were, what being an eldest daughter meant, and what my brothers and sisters' roles were in relation to me and our immediate and extended family. I was to be a role model in the family, look after everyone, the one that others can come to when the going got tough, when there were problems to solve, and when final family decisions needed to be made.

My father brought me up as leader, organiser, influencer and the one who could rise above the family and made a difference when required, as in the fanā symbolism used in this thesis. Our parents made sure we knew our ancestors, their prowess and skill in fishing, weaving, farming, carpentry, as Christian missionaries and as noted scholars in the Kingdom of Tonga.

My parents taught us that church was first priority, our education top priority and family, number one priority! There were, and are, numerous priorities. My mother brought us up to know our Tongan values, the importance of tauhi hoto vaha'a ngatae (looking after spatial relationships to others), tauhi vā (building and sustaining relationships), faka'apa'apa (respect), and mata'ofa (love).

My mother taught me how to multitask and be multiskilled like her. She was a school teacher and principal, weaver, tailor and tapa maker, able to operate successfully in family functions or national events. She taught me the importance of family occasions, when I was mā'olunga or 'eiki (of high status) and when I was mā'ulalo or tu'a (of low status), and, the appropriate gifts and behaviour expected of me at these events and situations.

My family valued education highly and it was first priority in the house-hold income, which was much lower that $T100 per week[6]. I loved my education and many of my palangi (European) high school teachers believed in my and my parents' dreams and my abilities and inspired me to push myself further.

I succeeded and left Tonga for further education overseas as did my brothers and two of my sisters, four of us as recipients of scholarships that we won because we did well in education and the Government of Tonga recognised the potential contribution that we could make to the development of the country. We have all worked for the Government of Tonga.

I came to Aotearoa New Zealand to further my education, leaving Tonga, my parents and family, friends and everything that I had ever known. I got asked where I was from, Tonga I proudly replied. Oh yes, the Pacific Islands they said. I thought what? I went to look up this country called the Pacific Islands, never found it, still not on the map. I felt like my whole world had caved in, like I was totally without history.

Education is still a high priority in our families "between two shores[7]".

Adapted from Tongati'o, 2007b, pp. 46- 51

[6] A hundred ($T100.00) Tongan pa'anga (dollars) was a lot of money in those days, which in early 2010, was about the same as $NZ70.00.

[7] This phrase is a title of a song by Vika and Linda Bull, Tongan Australian singers about their upbringing being a mixture of things from two countries, Tonga where their mother is from and Australia, their father's home country. Helen Morton Lee (2003) also used this phrase in the title of her book *Tongans overseas: Between two shores*. Honolulu, HI: University of Hawai'i Press.

This narrative, together with Narrative 1, showed the influences that culture, identity, upbringing and style have had in contributing to the author's leadership, relationship management and communications styles, high expectations and aspirations for education, and ability to plan and organise. The author was not a stranger to leadership, struggle, resilience and perseverance, or to being able to take a whole-family approach to a desired outcome. Upbringing was focused on preparations for being successful in the future, in leading, being a role model, providing for and organising family. These roles required sound judgement and strong analysis of different contexts to make sure that the family was organised appropriately considering available resources, and making sure that everyone knew their roles and responsibilities. This personal style has been drawn from and used in professional capacities where the author believed that her culture, identity, upbringing and style counted and mattered, demonstrated by the following key factors drawn from the two narratives in this chapter. It is important to understand the significance of:

- Family and knowing who makes up the family, their roles and contributions towards the family's well-being;
- Having a sense of position and relationships to others, and of talanoa (discussions) in decision making;
- Social structures, relationships and networks such as community and church;
- The effect of family priorities such as high educational aspirations, expectations and achievement in driving leadership;
- Having strong identities and understanding that the extended family may be living in multiple worlds;
- Having strong and engaged parents who were also great role models;
- Having resilience and perseverance, individual and group strength;
- Being able to make sound judgements; and
- Managing change in a variety of contexts.

1.5 Journey into the Ministry of Education

During the first half of 1993, the MOE reviewed its functions and structures which resulted in the disestablishment of the existing Pasifika policy analyst position that had been in

place since the implementation of Tomorrow's Schools in 1989[8], and the creation of the new PMP position (Adviser Pacific Education). The PMP position was originally located within the Implementation Group, reporting to the senior manager national operations. By 2003, the PMP position was located within the Early Childhood and Regional Education Group (ECRE) reporting to the group manager then from 2006 reporting to the deputy secretary. These shifting locations and reporting lines reflected the seniority and changing interpretations of the PMP title, ongoing reviews and changes made in the MOE's structure.

Once the PMP position was advertised by the MOE, the author saw it as an opportunity to influence Pasifika education policy and strategic directions. Based on her cultural backgrounds, skills and competencies and tertiary qualifications, the author decided that she would apply for the job, enthused by the possible challenges that the position would provide. Once appointed the PMP, she also consciously made the following decisions about the principles and ethics that would guide the PMP in her work. This included not wasting time blaming people within the education system or what had gone on before. Rather, her approach would be to say, *"now that I'm here what can I do to make a difference?"*

The author as the PMP also had a strong belief that Pasifika education strategies could not be developed in isolation in the office in Wellington, as was the pure public policy development model used in the late 1980s and early 1990s. Pasifika education strategies had to be developed in collaboration with the people for whom those strategies were intended; that is, Pasifika students, parents, families and communities[9]. Once connections were made with Pasifika peoples, the PMP also intended to build and sustain bridges and relationships between the MOE and Pasifika peoples to ensure that policies and their implementation on the ground were effective. Strong feedback loops to communities were part of these collaborative efforts.

These strong personal ethics and having an understanding that the PMP role could not do everything in isolation or operate as a lone ranger, led to making sure that everyone in the

[8] Before 1989, Pasifika education was part of the Māori and Pacific Island Division of the Department of Education. A number of Pasifika staff had worked within the old Department of Education as well as in the new Ministry of Education as policy analysts and advisers though not all positions were tagged as Pasifika.

[9] The short form of Pasifika peoples is also used throughout the thesis to represent Pasifika students, parents, families and communities where appropriate, otherwise it is specified.

MOE was working together collaboratively for Pasifika education improvement. As the PMP, the author needed to influence staff, shift hearts, minds and attitudes, and help staff in the MOE build up their understanding of Pasifika education issues, the diversity that is Pasifika and the contexts within which education operated for families and their communities. MOE staff (Pasifika and non-Pasifika) needed to be comfortable in meeting, leading and engaging with Pasifika peoples and other stakeholders in Pasifika education. Above all, the processes of continual improvement, refinement and success required government, education services and Pasifika peoples working together to realise better education outcomes.

Once in the MOE the new PMP immediately started to build credibility within the organisation as any new employee had to do. As far as the MOE was concerned, the establishment of the PMP position[10] was its response to Pasifika peoples' education and as far as Pasifika peoples were concerned, the PMP was their position within the MOE and therefore would be able to deliver on their wishes and make the MOE listen to their demands. As far as the author was concerned, in her position as the PMP she was there to do a good job, albeit as yet not clearly defined or identified, and she had to manage being a public servant as well as being Pasifika, with potential conflicts of interests between the two. There is a fine line between these different sides to the role and looking back over the years, the author thinks that as the PMP, she has managed these two aspects well, balancing being a public servant upholding its code of conduct and ethics and understanding the expectations that Pasifika communities have of the position and of education. In other words, the PMP role required being able to articulate Pasifika education issues within the MOE, build and sustain reciprocal relationships with Pasifika communities as well as promote the values, policies and work programmes of the MOE to Pasifika communities, without compromising the role and promising the impossible.

Over the years, the author sought translations of the title PMP from Pasifika communities. The PMP title was a combination of words from different Pasifika languages, reflecting the

[10] When the author first entered the MOE there were barely 500 employees and the MOE's functions were essentially as a policy ministry. More than ten years later, with staff numbering around 3,500, a new MOE had been created with the integration of two education Crown Agencies, Specialist Education Services (SES) in February 2002 and the Early Childhood Development (ECD) in October 2003.

fact that the position was to address Pasifika education issues across all Pasifika populations. These translations are:

Pule	Manager in the languages of Samoa, Tonga, Niue, Tokelau, Tuvalu, and Fiji
Ma‘ata	Senior or above manager and comes from the Cook Islands Māori language
Pasifika	Pacific peoples with different spelling depending on the island grouping

The English titles given by the MOE for PMP was initially as adviser, changed to chief adviser in 1998, manager from 2003 and senior manager from 2005. While there seemed to be a slight non-alignment between the Pasifika and English translations and meanings, the PMP has operated the position in ways that were consistent with the Pasifika translation and deliberately worked across all groups within the MOE and across all levels of the organisation.

1.5.1 Beginning the Pasifika Education Journey

Understanding the full extent of the Pasifika education issues began when the author was located within the MOE as the PMP and when the first fono series in 1994 enabled her to hear directly from Pasifika communities. Data on Pasifika participation, engagement and achievement in education were largely unavailable at the time, masking the real state of Pasifika education in Aotearoa New Zealand. This lack of data coupled with a paucity of research reports meant that the actual status of Pasifika peoples within education was largely unknown and therefore not discussed extensively within the MOE to allow targeted solutions to be identified.

The few reports and proposals that were available at the time were not making a sustainable effect on Pasifika policies though the reasons for this were not clear to the PMP. For example, Leavasa-Tautolo (1994) reported on a conference held in 1974 in which 74 recommendations were made to the then Department of Education for action. Of those 74 recommendations, three actions were implemented during the 1980s which included the setting up of the Pacific Islands Education Resource Centre (PIERC) in Auckland; offering of a Diploma in Teaching English as a Second Language programme at Victoria University; and establishing programmes at the Auckland and Wellington Colleges of

Education for teachers trained in the Pacific Islands who had migrated to Aotearoa New Zealand and needed to upgrade their qualifications and to familiarise themselves with the education system. Decades later in 2009, only the first, PIERC (now called Pasifika Education Centre), was still operating. The other two programmes lasted only a few years before they were disestablished.

Aotearoa New Zealand's education system is internationally recognised with the world's best education systems in terms of results from international surveys such as the Programme for International Student Assessment (PISA), the Trends in International Mathematics and Science Study (TIMMS)[11], and the International Adult Literacy Survey (IALS)[12] which showed that a lot of Aotearoa New Zealand students were performing at the highest levels, indicating that the education system worked well for the majority of students. Pitches, Thompson and Watson (2002) found that

> New Zealand children are among the best readers in the world. The latest national literacy results show that reading achievement is improving – in some aspects, dramatically – and ongoing research is providing direction about the best ways to teach children to read. (p. 1)

However, not many Māori and Pasifika students were performing at the highest levels. Māori and Pasifika peoples' results were in the lower levels of these international benchmarks, showing huge gaps in achievement between Pasifika and Māori and the rest of the population. When more Pasifika data began to emerge in the mid 1990s, it showed that Pasifika children were the lowest participants in early childhood education; Pasifika

[11] PISA and TIMMS are two large-scale international studies. They both test attainment in mathematics and science; survey students towards the end of secondary education; have very similar sampling frameworks and procedures; use very similar statistical techniques to report and analyse results; collect related data about schooling and home background. PISA includes a well-defined group of the Organisation for Economic Development (OECD) countries (plus some 'partner' countries), whereas TIMSS includes all countries which wish to join in. The differences are that TIMSS is run by the International Association for the Evaluation of Education Achievement (IEA), and PISA by OECD. TIMSS tests both mathematics and science on a 4-yearly cycle; PISA tests reading, mathematics and science on a 3-yearly cycle, but each subject only becomes the major focus every 9 years. TIMSS has a focus on the school curriculum, whereas PISA focuses on skills needed for the transition to adult life for the majority of students (PISA does not examine specialist knowledge and skills for example it talks about 'mathematical literacy' rather than 'mathematics'). TIMSS tests pupils of a given school grade, whereas PISA tests pupils of a given age regardless of grade. (Ministry of Education, 2008d, p.2)

[12] The International Adult Literacy Survey (IALS) aimed to determine participating countries' literacy levels by assessing respondents on three types of literacy: prose, document and quantitative. Proficiency was then graded along five levels. Levels 1 and 2 indicated a low literacy level and Levels 3 and above indicated 'functional literacy' – that is, the literacy skills necessary to function within today's economic market. Levels 4 and 5 were considered the highest levels of literacy. (Ministry of Education, 2008d, p.2)

students were leaving secondary schooling with few qualifications and therefore unable to enter directly into tertiary education; or that if they participated in tertiary education it was in low level qualifications, limited to one or two fields of study mainly in the social sciences and communications areas. This low level of qualifications also hindered Pasifika peoples' participation in the labour market and their contributions towards their families' economic well-being.

It did not take long to uncover Pasifika education initiatives within the MOE because in the early 1990s, there were few targeted Pasifika policies. In fact there was general acceptance that education policies should work equally well for all, a "one size fits all" approach. There was only a handful of targeted Pasifika programmes including the Pacific Islands Polynesian Education Foundation (PIPEF); support for Pasifika early childhood education services delivered through the Early Childhood Development Unit, the Crown Agency responsible for early childhood operational activities, such as support for Pasifika playgroups; resource production such as the Tupu[13] book series; and in 1994, work on developing the Samoan language curriculum was also under way.

Pasifika education needed to be at the forefront of the MOE's thinking especially because Pasifika peoples have not experienced equity of education outcomes for decades, even though some Pasifika communities have lived in Aotearoa New Zealand for a long time, some are now fifth and sixth generation Aotearoa New Zealanders. At the time, there was no coordinated response to Pasifika education within the MOE or across the education sector, and, there was a lack of community involvement in strategy development and in decision making processes within the MOE.

Inequity in achievement meant that Pasifika peoples have not achieved their primary goals for shifting their families to Aotearoa New Zealand, that of access to full education and achievement. They expected to experience successful education that would provide access to high levels of participation in the labour market; contribute economically to their families' and the country's well-being; and retained strong cultural identities with their

[13] The Tupu book series is produced by Learning Media Ltd on contract to the Ministry of Education. Named by the late Eti Laufiso, Senior Pacific Policy Analyst till 1993, the Tupu series is printed in the five Pasifika languages of Samoan, Cook Islands Māori, Tongan, Tokelauan and Niuean.

home countries of origin. A highly educated and skilled Pasifika population is critical not only to the future of their families, but to that of Aotearoa New Zealand and the Pacific region. It is important that Pasifika peoples do well in education because this is the fastest growing population in the country, over half of whom are now born here.

Based on these early findings, the PMP advised the MOE that there was a need to develop a Pasifika strategic plan so that a coherent improvement approach could be mapped out and that Pasifika communities would want to be involved in that development. Pasifika leadership and understanding of Pasifika culture and identity were important in gaining entry into Pasifika communities and getting their engagement; and, that follow-up and sustaining that relationship over time was important. Engagement would enable the MOE to hear directly from Pasifika communities, helping to develop its response to Pasifika peoples' education expectations and aspirations through strategic planning. Once agreement was given, the PMP proceeded to plan for consultation through fono (talanoa ako is used in this thesis), review research literature, take stock of the policies in place and identify policy gaps.

This, though, required the support of MOE colleagues as well as Pasifika communities and the PMP took the time to draw up a road map that would involve everyone moving in the same direction in developing Pasifika strategies. Achieving this goal would require an understanding of how the MOE worked and what its priorities were, having more knowledge of education and of Pasifika issues and strategising effectively.

It was important that the MOE understood what Pasifika peoples wanted from education and what their aspirations were, just as Pasifika peoples needing to understand the MOE's roles and functions. Time was also needed to explain the strategy development processes to Pasifika peoples so that they understood that just because the MOE had heard their aspirations and expectations, it did not mean that these would all be included in the resulting strategic plans, because the plan needed to be coherent and meet authorising environments' expectations as well.

There was also a ten-point plan for Maori education driven by the strengthening relationships between Māori and the Crown through the Treaty of Waitangi requiring

strong departmental responsiveness. Having a ten-point plan for Māori education was an indication that the MOE could also be willing to develop a strategic plan for Pasifika education.

The Ten Point Plan for Māori education aimed to:

1. Establish principles and guidelines for incorporating bicultural perspectives in the administration, policy development and personnel practices of the Ministry of Education.
2. Develop a targeting strategy within the Achievement Initiative to remove all barriers to learning and achievement for Māori students in both primary and secondary schools so that they have a strong foundation for later achievement.
3. Develop policies which foster increased participation rates of Māori children in early childhood education programmes.
4. Develop policies that will increase Māori participation rates in post-school training/retraining and education to increase their employment options.
5. Encourage colleges of education and other tertiary training providers to increase the supply of Māori teachers and teachers with competence to teach in bilingual and Māori immersion programmes.
6. Increase the supply of Māori language learning resource materials.
7. Provide resources to support Maori language initiatives at early childhood, primary, secondary and tertiary levels, specifically Te Kōhanga Reo, Kura Kaupapa Māori, Bilingual classes, kaiarahi reo, Te Atakura programme, bilingual teacher education and Whare Wananga.
8. Provide resources (resources can encompass learning materials, teacher development contracts, syllabi, Māori Language Factor Funding, systems, policies, agreements, funding, advice and support) to support research into: teaching styles most appropriate for Maori learners; the needs of children graduating from Te Kōhanga Reo; the effectiveness of taha Māori programmes in mainstream education; the impact of Kura Kaupapa Māori on the life chances of Māori children.
9. Develop policies that promote home - school relationships and remove obstacles to Māori families becoming full partners in the educative process in order to improve the success and achievement of Māori students at all levels.
10. Explore the implications of separate structures for Māori education in relation to mainstream education. (Ministry of Education, 1992, p. 1)

1.5.2 Background to the Thesis

Many factors have led the author to this thesis, the most significant being her own journey from her home country Tonga, to working in the MOE in Aotearoa New Zealand. Education and leadership were always high priorities for the author, and teaching experiences in Tonga and in the Aotearoa New Zealand secondary and tertiary sectors

contributed to her enthusiasm and passion for education. Establishing a private training establishment (PTE) in 1990, offering programmes in second chance education to students with little or no senior secondary qualifications extended the author's understanding of this sector.

Moving on to being the academic director for the Pacific Islands Senior Management (PISM) development programme at Victoria University in Wellington (1991) introduced the author to the Aotearoa New Zealand public service and the machinery of government. PISM was designed to boost the number of Pasifika peoples in senior management levels in the public service and some graduates from this programme went on to senior positions afterwards. These experiences alerted the author to the fact that there were problems in Pasifika education and when the opportunity came up, wanted to help the MOE do a good job in making sure that Pasifika education outcomes improved. The author believed that working in the MOE would provide this opportunity and this thesis reviews and analyses that work retrospectively.

1.6 The Aims and Objectives of the Thesis

This thesis sets out to document, discuss, triangulate and analyse retrospectively, the MOE's response to Pasifika peoples' education aspirations and expectations through strategic planning, and, uses the tools created by the author to analyse information, engagement processes and Pasifika strategic plans. The thesis aims to address the following questions.

1. Was the MOE successful in drawing in Pasifika voices and did those voices influence the development of Pasifika education strategic plans?
    - How did the MOE draw in Pasifika voices?
    - How does this thesis draw from those voices?

2. Pasifika strategic plans were intended to lead and guide the education sector towards improving Pasifika education outcomes.
    - Were Pasifika Education Plans successful fanā (flagships) across the MOE, the education sector, and, Pasifika families and communities in leading and

providing clear understanding of Pasifika education priorities and actions for meeting those?

- Leadership can be seen as working from the inside out as well as working from the outside in. What were the success factors for Pasifika leadership in influencing from within the MOE as well as influencing from outside?

3. The thesis retrospectively synthesised, triangulated and analysed the information gathered by the MOE, and the processes used for gathering that information, by using the four tools that the author created specifically for use in this thesis. These tools are an integration of Pasifika and non-Pasifika tools, methodologies, theories and evidence selected for their value and fit for the thesis. The short titles of these tools are Tolu'i Founga (Development); Faā'i Mata (Relationships); Fatu'anga Kakala (Strategic Value); and, Fanā Fotu (Transformation).
    - What was significant about these tools?
    - Were these tools effective in retrospectively reviewing, synthesising, triangulating and analysing the information collected through talanoa ako (consultation), ngaahi fekumi (literature review); ngaahi ngāue (policy stocktake), and the processes utilised for strategy development?
    - What values can these tools contribute towards future discourses on Pasifika education?

4. Monitoring and reporting on progress is an important part of strategic planning. Discussing progress also provides opportunities to identify the shifts that have been made and discuss the challenges that were faced.
    - Was anyone better off?
    - What shifts and improvements have been made towards realising Pasifika potential?
    - What were the strengths, weaknesses, opportunities and threats in Pasifika education over the last 16 years?
    - Where to from here?

1.7 Outline of the Thesis

This chapter, Chapter One, has provided an introduction to the thesis by drawing on personal, cultural and professional backgrounds showing how culture, identity, upbringing and style count and matter in identifying the processes, methodologies and tools used in this thesis. These tools are used to retrospectively triangulate, review and analyse the development of the MOE's response to Pasifika peoples' education aspirations and expectations over the past 16 years, through strategic planning. This chapter contains the aims and objectives of the thesis, and discusses the methodological challenges in the relationships between the author, the PMP role, the MOE, the thesis and Pasifika communities. Clarifying these roles is important given that the PMP role operates both internally within the MOE and connects in trustful reciprocal relationships with Pasifika communities across the country.

Chapter Two discusses the contexts that affected how the MOE responded to Pasifika peoples' education aspirations and expectations through strategic planning. These contexts included political ideological contexts, public sector administrative contexts, cultural contexts, education contexts, Pasifika population contexts and education profiles. The political contexts of the 1980s and the 1990s are the main periods considered in this thesis focusing on neoliberal and third way ideologies, the driving forces behind public sector administrative and management practices during that period. The cultural contexts, particularly the effect of culture, identity, upbringing and style in identifying the tools created for use in this thesis are discussed alongside leadership and lessons learned from Māori. The chapter ends with a discussion of Pasifika education contexts and trends in participation, retention, engagement and achievement in education, relevant in understanding the need for coherent strategic planning.

Chapter Three contains the review of literature and evidence on Pasifika and general education to identify what was working and contributing to successful education. Initially, there was little available Pasifika education research in the early 1990s. Over time, however, more research has become available and key findings are drawn together in this chapter, helping to create a better understanding of what was needed to improve Pasifika

people's education outcomes, and, used to inform the development of Pasifika strategic plans.

Chapter Four contains the methodologies used by the thesis, firstly considering insider/outsider issues, significant in this thesis because the author is the PMP located within the MOE and is also Pasifika. The thesis clearly adopts an interdisciplinary approach drawing from the strengths of a variety of disciplines in the social sciences such as in education, philosophy, sociology, history, anthropology, political and Pacific studies, public policy, strategic planning, leadership and organisational development. Qualitative analysis and historical reviews are also drawn out through the use of interdisciplinary methodologies including autoethnography approaches, action research, the use of narratives and vignettes, case studies, triangulation and analysis.

The congruence of personal, professional, Pasifika and non-Pasifika contexts were helpful in creating the new tools used throughout the thesis. This chapter discusses the tools created for use in the thesis identified earlier in this chapter, Chapter One. Finally, Chapter Four theorises about Pasifika education.

Chapter Five is in five parts covering each of the education plans that were developed and released. The first plan, Ko e Ako ‘a e Kakai Pasifika was launched in December 1996 by the Secretary for Education at Tangaroa College in South Auckland. Since then, four Pasifika Education Plans have been released in 2001, 2006, 2008 and 2009. Chapter Five discusses each of the five strategic plans using the created tools to retrospectively draw together high level summaries of the processes used, the information gathered by the MOE and used in developing the plans, including the four that went on to be approved by Cabinet.

Chapter Six discusses and makes reflective analysis on what worked and why. The author used this analysis and discussion to draw together implications for future research, strategy and policy development. This chapter contains an extended case study showing how the MOE responded to Pasifika communities' aspirations and expectations in early childhood education.

Chapter Seven reviews the aims and objectives of the thesis and draws conclusions.

1.8 Conclusions

Culture, identity, upbringing and style form the foundations from which the author has drawn the methodologies, processes and tools used in this retrospectively review and analysis of the work of the MOE in developing Pasifika education strategies. The introduction draws on autobiographical approaches and processes that influenced the way the Pasifika plans were developed.

This introductory chapter discusses the methodological challenges and risks inherent in the thesis and the tools that the author created to address those challenges. These tools are specific to this thesis and they help to negotiate the triangulation, analysis, review and discussions. Building relationships with Pasifika communities has been a strong part of the PMP's work, and the MOE has successfully sustained trustful relationships throughout the years due in part to Pasifika communities seeing that most of their education aspirations and expectations were reflected in the resulting plans.

The lack of a strategic and professional response to Pasifika education in the 1980s and early 1990s was obvious from the lack of coordinated and targeted policies, actions and operational activities. Pasifika peoples experienced education services through mainstream provision with the only differential policy provisions in the early 1990s being located in the early childhood education sector, where Pasifika early childhood education services were set up by Pasifika communities to reflect Pasifika social structures, cultures, values and traditions. Some schools have gone on to offer bilingual education and Pasifika language classes to cater for the needs of Pasifika bilingual learners and those that might be more proficient in Pasifika languages.

Any Pasifika plan had to demonstrate that it was based on understanding Pasifika communities' education aspirations and expectations to ensure its applicability to local situations. In other words, Pasifika plans needed to work well for different Pasifika ethnic communities, different generations and those with multiple ethnicities, languages and world views.

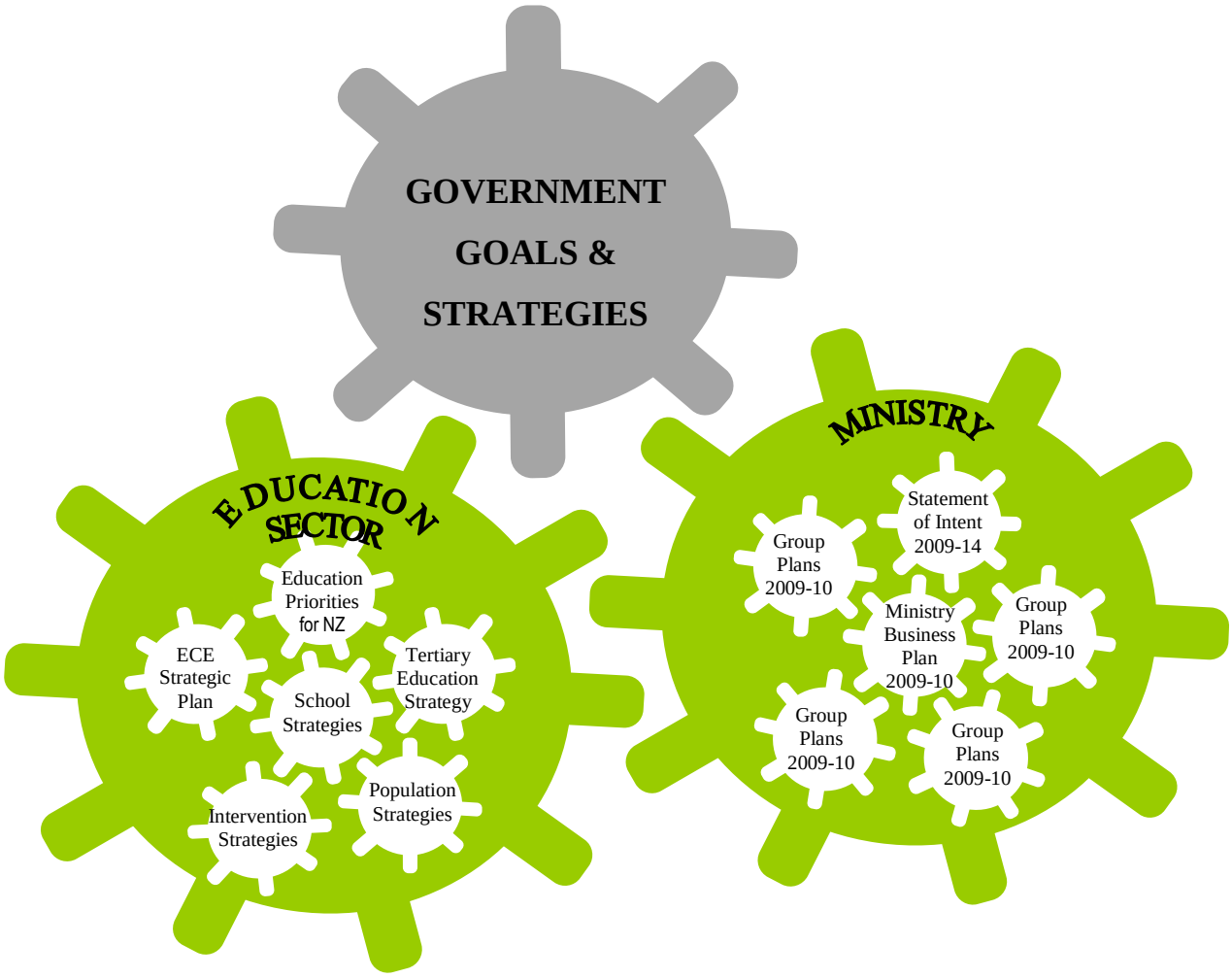
To reach a wider cross section of Pasifika communities, different processes and approaches have been developed and used by the MOE over the years. These include face to face meetings through talanoa ako (consultation), Pasifika websites, print information through the *Talanoa Ako – Pacific Education Talk* news magazines, Pasifika community radio programmes, conferences, community events, multi-media campaigns and direct mail-outs. There is ongoing commitment to building and sustaining relationships through reference and advisory groups to help extend the MOE's reach across Pasifika communities and create opportunities for Pasifika voices to advice the MOE on its work. Relationship building and management has been a key driver throughout this period of transformation for Pasifika education.

Numerous Pasifika families are in the throes of developing families and communities, of striving for economic independence, of asserting their cultural identities and realities and surviving in a new country, all of which affect Pasifika peoples' views about education and achievement. The low level of qualifications and educational successes for Pasifika students at senior secondary school has meant that they cannot continue into further and higher tertiary education, study trades to higher levels, or participate successfully at higher levels of the labour market.

Participants at talanoa ako have continuously voiced that Pasifika peoples want to succeed in education and retain their Pasifika-ness, their unique cultures, values and identities. These are strong reasons for developing a coordinated response to raising Pasifika participation, engagement and achievement across all areas of education. This cannot be left to chance and strategic planning has enabled more focused activity across the MOE, education sector and Pasifika families and communities.

The Pasifika education profile of one in five Pasifika students being more likely to be high achievers compared to one in two Pakeha students, while one in three Pasifika students are likely to be low achievers compared to one in ten Pakeha students needs to change urgently. This is the reason for strategic planning.

CHAPTER TWO: CONTEXTS



Adapted from Ministry of Education Statement of Intent 2004 – 2009, p. 15

Figure 2: Authorising Environments

The wheel diagram shows the relationships between the government's overarching goals and strategic priorities driving the Ministry of Education and the education sector towards achieving more in education. Within the Ministry of Education, the Statement of Intent drives group business plans, sector strategies such as the Early Childhood Strategic Plan, Schooling Strategy and the Tertiary Education Strategy, and, population strategies including the Māori strategy Ka Hikitia, Managing for Success and the Pasifika Education Plan. The wheel diagram shows how these links and relationships work and are interdependent on each other, both internally within each wheel and externally across the sector, together aimed at achieving better education outcomes for Aotearoa New Zealand.

Vignette 3: Moving Together in the Same and Right Directions

The wheel diagram (Figure 2 above) requires all the wheels to be turning at the same time, at the same pace and in the right directions. If one of the wheels slows down this slows down the pace at which each wheel will be travelling, and if one of the wheels turn in the opposite direction, than that stops every wheel turning. These observations were made by participants at the Otago University, Pacific Voices IV Post Graduate Research Symposia, 2 October, 2009.

2.1 Introduction

This chapter focuses upon the contexts that the MOE is working within, the contexts that have an effect on Pasifika education. These contexts include political, public sector management and administrative contexts, leadership and cultural contexts, the education reforms implemented in 1989, Pasifika population contexts and education trend data. This chapter draws together reviews of literature from these different contexts, providing the foundation and background for the way the MOE responded to Pasifika peoples' aspirations and expectations in education.

Political contexts, through the government of the day provided the authorising environments that legitimised public services in their work towards creating public value for citizens. Political ideologies adopted by governments influenced the way public services were organised, managed and administered and the way they worked towards meeting the demands and expectations of citizens through service provision. Over the past 20 years, these shifting ideological discourses have moved through decentralisation (power shifts from central departments to regional or less central locations); devolution (moving central control such as financial control to regional control); globalisation (something adopted on a global scale), seamlessness (having no boundaries); targeting and tailoring interventions; to the most recent discourses on raising the capability, capacity and delivery at the front line closest to citizens.

Cultural contexts are important to this thesis and while these were initially drawn from being Tongan, the cultural contexts expanded outwards to incorporate broader Pasifika perspectives and multiple world views in Aotearoa New Zealand and across the Pacific Region. Understanding these contexts were important in understanding how public services operated, the effect of the authorising environments on policy intentions and making sure

that services were valued by citizens. These contexts were also important in understanding the MOE's response to Pasifika education during the 1980s and the 1990s.

Rounding off this chapter is a discussion of Pasifika population trends and education data and this information is used to show that it was important that the MOE developed dedicated Pasifika plans that would guide the education system towards improving Pasifika education outcomes.

2.2 Political Contexts

This part of the thesis briefly draws on the political ideologies that were present in Aotearoa New Zealand at the time immediately before and during the MOE's development of its Pasifika education response. Political ideologies closely followed economic ideologies mainly due to the effect of economic factors on a government's ability to provide essential services that are of value to citizens. These ideologies were not confined to Aotearoa New Zealand, they were common ideologies internationally.

Strathdee (2003) refers to political ideologies as the "first way", the "second way" and the "third way".

> The "first way" refers to the type of economic management found in New Zealand prior to the election of the Fourth Labour Government in 1984, and in England prior to the election of Thatcher in 1979, in which there was extensive government involvement in the regulation of markets. The "second way" refers to free-market or neo-liberal methods of economic management in which the objective is to free the economic system from regulation, expose domestic markets to international competition, and to allow competitive market forces to exert a greater influence on the economy. The "third way" aims to harness some of the strengths of both systems in a way that avoids their weaknesses. (p. 35)

The "first way" in Aotearoa New Zealand was during the social laboratory of the 1930s[14], which saw government regulating markets to promote growth and trade, and, the development of the welfare state. There was intense state involvement in policies such as

[14] Prevalent during this period was the economic theory of British economist John Maynard Keynes where active government intervention was necessary to ensure active economic growth and stability. This period is generally referred to as a period of social democratic ideologies, sometimes referred to as Keynesian economics.

income stabilisation, large-scale public works, housing construction and compulsory unionism and arbitration. This approach remained unchallenged through to the Muldoon era of universal superannuation, 'think big' energy projects and generally expansive fiscal and monetary policies. This period refers to the national governments of Sir Robert Muldoon with big projects creating jobs.

This period was followed by the "second way" or neo-liberal ideology which saw major reforms during the 1980s and 1990s such as freeing up the economic system from regulation to allow more competition. The state's social services were reduced to the few services that it could provide more efficiently and effectively. Some social services were seen as commodities that users could pay for, and, separation between policy and operational activities led to large bureaucratic state departments being reduced to smaller policy ministries with operational activities devolved to Crown Entities.

"Third way" ideologies, operating towards the end of the 1990s saw the state adopting a mixture of "first" and "second" way ideologies, bringing citizens back into the centre of state services, still with efficiency and effectiveness as central themes (Fitzsimons, 2000; Harvey, 2005).

The thesis is mainly concerned with the neoliberal and third way ideologies as the periods that provided most of the contexts to the Pasifika development work within the MOE.

2.2.1 Neoliberalism

Neoliberalism meant free market economics (marketisation) which included changes to the functioning of the global economic system with free movement of prices and wages, privatisation and deregulation of financial markets, expected to be running smoothly and steadily producing more wealth, and, the retreat of the state. While the state remained paramount, its role changed more towards macro level provisions such as defending private property, national defense and overseeing the money supply. However, capitalism needed the state just as the Keynesian period did (the period of large scale projects providing support for citizens), seen in interventions that were used to drive through attacks on workers, as with Margaret Thatcher's anti-union laws, and, repeated interventions used to

protect sections of capital against the effects of crisis such as the United States bail out of Chrysler when it came close to going bust in 1979 (Harvey, 2005; Harman, 2007; Cimorelli, 2009).

Aotearoa New Zealand followed these world trends and ideologies where neoliberalism was the basis of the 1984-1990 fourth Labour government which resulted in a significant shift from the previous interventionist policies to 'Rogernomics'[15] economic policies. The neoliberal period saw the move towards privatisation of national industries in the 1980s as a pragmatic response to the fiscal crisis the state was facing. There was pressure on government finances as recession cut into tax revenue, and unemployment forced up dole and social security payments. The government introduced radical changes to economic policies focused on economic liberalisation of transferring significant state resources and assets to the private sector, but still retained a welfare state and associated protection for workers. Selling off state holdings in profitable companies, and then whole state-owned corporations, brought in lots of cash and provided short term relief for governments' fiscal pressures.

Several important reforms took place including agreements on Closer Economic Relations with Australia which came into force on 1 January 1983, the Reserve Bank Act, public sector reforms and the creation of state-owned enterprises.

An example of changing political ideologies can be drawn from the government's long history of working in the pay and employment equity area, beginning with the passage in 1960 of the Government Service Equal Pay Act, to eliminate separate male and female pay scales in the public service. By 1967, the National Advisory Council on the Employment of Women (NACEW) was established.

Several improvements happened over the next 50 years, including Aotearoa New Zealand ratifying several international conventions including the International Labour Organisation (ILO) Equal Remuneration Convention 100 (1983), and the United Nations Convention on

[15] The term Rogernomics describes the economic policies followed by the labour finance minister Roger Douglas from his appointment in 1984.

the Elimination of all Forms of Discrimination against Women (CEDAW) 1979. An Equal Employment Opportunity (EEO) Unit was established in the State Services Commission in 1986, leading up to the State Sector Act 1988, and EEO/Good Employer provisions were introduced. The State Sector Act 1988 recognised that there were some institutionalised equity issues that were creating a discriminatory workplace for women and other EEO groups. The public service, public health and public education sectors were required to be good employers and to create EEO plans and practices to deal with discrimination and the Employment Equity Act 1990, addressed both equal employment opportunity and pay equity.

Numerous reviews have happened over the years and EEO seemed to have gone quiet in the early 2000s. While there are still male and female pay equity issues across a broad range of areas, there seemed to be uncertainty in whether EEO was an unnecessary compliance cost or an expression of political ideology rather than a fundamental human right. Many workplaces have EEO networks that support all staff including Pasifika staff networking and providing opportunities for professional and career development. This has been a useful avenue for Pasifika employees to create opportunities for being heard in the work place by creating collegial networks of support for each other.

Meanwhile in Aotearoa New Zealand, one of the most successful examples of the withdrawal of the centre during the neoliberal years was in the deregulation of the labour market. The National government of 1990–1999 pursued similar employment policies to those of the previous Labour government but showed a much clearer break with this compromise. It introduced the Employment Contracts Act 1991 (ECA), deregulated the labour market and made changes to the welfare system and, in 1996 saw the introduction of the MMP voting system (Pernetta, 1991). Other related reforms that happened at the same time as the ECA included the Health and Safety in Employment Act (HSE) 1992, the Accident Rehabilitation Compensation Insurance Act (ARCI) 1992, and the Accident Insurance Act 1998.

The ECA made unionism and collective bargaining voluntary. Aotearoa New Zealand's employment relations policies, while clearly third way, was positioned to the left of policies associated with the British brand (McQueen, 2003, p.1). Harris also stated that

> the state has a role in creating industrial laws that balance the rights of workers and employers and prevent the subservience of one to the other. (Harris, 1999, p. 27)

By the time of the 1999 general elections, the National government had put an end to almost a century of employment relations tradition in Aotearoa New Zealand. The 1999 Labour government immediately made changes to the employment relations policies and repealed both the ECA and the ARCI and introduced the Employments Relations Act (ERA) (McQueen, 2003, p. 7).

Kelsey, in her paper "New Zealand 'experiment' a colossal failure" released on 9 July 1999 referred to the 1980s and 1990s as the "New Zealand experiment, where the 'fundamentals' of market liberalisation and free trade" were taken. She blamed the adoption of an untested economic model resulting in a variety of deficits – "the economic deficit, the social deficit, the political deficit and the cultural deficit". Table 1 below summarises Kelsey's use of these four deficit factors, explaining the negative results of neoliberalism.

Table 1: The Four Deficit Factors

Economic Deficit	Social Deficit	Political Deficit	Cultural Deficit
The New Zealand economy faced stagnation or recession, low productivity, high unemployment: • Between 1985 and 1992 the NZ economy shrank by 1% compared to OECD economies which grew by an average 20% • High inflation at around 9%, and excessive interest rates • Foreign debt quadrupled and NZ's credit rating was down graded twice • Investment as a percentage of GDP halved • Signs of economic growth in 1993, but by 1995, deteriorated to their pre-1984 levels	Communities endured unrelenting hardship with the interventionist welfare state disappearing: • Short-term pain for long-term gain for the rich • Minimalist approach to social policies and by the mid-1990s, government was no longer providing some services • Collective responsibility, redistribution of resources and power, social stability and democratic participation were much reduced resulting in poverty, division and alienation	Voters were paralysed by the pace of change the neoliberal approach adopted and became politically inert: • Voters, after 1984 were nostalgic for the previous welfare state. Critics were dismissed as dinosaurs or vested interest lobby groups protecting their own interests • Media abandoned their investigative role and became seduced by the market hype • Labour market deregulation was followed by governments whether Labour or National • "Change agents" defended the regime against all challenges and critiques	The nation as a whole approach- national wealth, national well-being, was submerging inequalities, dehumanising people and affected communities: • Concerns were raised about identity, sovereignty, and foreign control of assets • Acceptable to shed workers, cut benefits, shift the tax burden from the rich to the poor • Freeing up the market meant removing all barriers to profit making, closing state institutions, welcoming foreign purchasers of the country's assets and resources, competing with countries whose economies were based on prison and child labour, grinding poverty, and environmental degradation

Adapted from Kelsey, 1999, np

While this Aotearoa New Zealand experiment was hailed internationally as a success story to be followed by the rest of the world, especially by the World Bank and the OECD, there was no account taken of its social and economic consequences. The reforms were swift and during the 1990s neoliberals flocked to Aotearoa New Zealand to admire the implementation of their favourite policy. While the changes might have been seen internationally as being positive and successful, this was mainly due to the speed with which they were being implemented (Kelsey, 1999). These changes did not go unnoticed though. There were demonstrations, strikes, occupations and other activities against the further imposition of neoliberal reforms. These events included the general strike and the movement against the benefit cuts of 1991 and the land occupations movement by Māori in the mid-1990s (Boraman, 2006). Overall, though, the struggles against neoliberalism did not make much difference and the reforms continued.

Kelsey went on to suggest alternatives based on democratic processes to secure socially acceptable outcomes and a "commitment to sustaining a community that cares and shares". However, no other option was promoted at the time and often people felt helpless.

Others (Roddick, 2000; Beresford, 2003; Harman, 2007) referred to the neoliberal period as a period of radical restructuring as a consequence of the retreat of the state. The results of the restructuring were still visible in public management systems in the early 2000s though by this time it was important for the public sector to cooperate, coordinate and collaborate, to adopt a whole-of-government approach to policy formulation, implementation and evaluation. Working together was the way towards better and more efficient policy outcomes to overcome the problems of divided and narrow policy foci in individual policy ministries (Boston, Martin et al., 1996; Boston, 2000; Roddick, 2000; Cheyne et al., 2000, Brown, 2000 both cited in Walker, 2004).

In the latter years of the Labour-led government of 2006–2008, the government introduced more regulations that imposed on citizens, and many people and groups, such as the media and disgruntled voters, referred to it as the "nanny state" ideology (Bassett, 2009), implying that citizens cannot look after these issues themselves. The regulations ranged from restrictions about what light bulbs could be used, through to superannuation, sometimes referred to as the Cullen Fund or Kiwi Saver; examples of the state moving back into the centre with policies looming large in peoples' lives. Other examples of significant change included the law changes relating to the foreshore and seabed and the so-called "anti-smacking" legislation. Much public discussion is still going on about these legislative changes.

2.2.2 The Third Way

Third way philosophy became better known in the 1990s with Bill Clinton's political campaign in the United States in 1992, Tony Blair's revitalisation of the United Kingdom Labour Party in 1997, and Gerhard Schroder's success in Germany in 1998. These leaders signalled the end of neoliberalism and led to the revival of the third way.

Third way stands for a modernised social democracy and aims to harness some of the strengths of both the Keynesian and neoliberal ideological systems in a way that avoids

their weaknesses such as learning from the disastrous outcomes of neoliberalism and a reluctance to move back to Keynesian market economies. The third way moves beyond the preoccupation with state control, high taxation and producer interests, and a "new right" treatment of public investment, society and collective endeavour as evils to be undone.

> The Third Way approach to economic opportunity and security stresses technological innovation, competitive enterprise, and education rather than top-down redistribution or laissez faire. On questions of values, it embraces "tolerant traditionalism," honoring traditional moral and family values while resisting attempts to impose them on others. It favors an enabling rather than a bureaucratic government, expanding choices for citizens, using market means to achieve public ends and encouraging civic and community institutions to play a larger role in public life. The Third Way works to build inclusive, multiethnic societies based on common allegiance to democratic values. (Progressive Policy Institute, June 1, 1998, n.p.)

Third way claimed to offer a way of renewing the centre left[16] while avoiding the free market liberalism of the new right and the "old left" of socialism (Callinicos, 2001; Olssen, Codd & O'Neill 2004). Key elements in the third way included a belief in the value of community, a commitment to equality of opportunity, an emphasis on responsibility and a belief in accountability. The third way was

> something different and distinct from liberal capitalism with its unswerving belief in the merits of the free market and democratic socialism with its demand management and obsession with the state. The Third Way is in favour of growth, entrepreneurship, enterprise and wealth creation but it is also in favour of greater social justice and it sees the state playing a major role in bringing this about. So … the Third Way rejects top down socialism as it rejects traditional neo liberalism. (Giddens in a Report from the BBC, 1999)

Over the years, rethinking the state's role in pursuit of transparency, efficiency, effectiveness and accountability continued (Chapman and Fullan, 2007). Much debate and change ensued where the state, in certain areas moved from direct provider of services to areas where it felt that it was not appropriate for the state to be both financier and directly providing a public service (Whyte, 1999). Others refer to the third way as really the new centre, a remodelled neo-Labour and neo-Keynesian (Bensaid, 1988).

[16] Left wing politics are generally used to describe support for social change to create a more egalitarian society. The terms Right wing politics is primarily used to refer to political groups that have a historical connection with the traditional Right, including conservatives. The term is also used to describe those who support free market capitalism and those who support some forms of nationalism (Wikipedia Free Encyclopaedia, http://www.en.wikipedia.org).

The term third way, like the new right are both imported from overseas and defined as a framework for a centre-left Aotearoa New Zealand government (Dalziel, 2001). While the term third way has not seen wholesale acceptance by politicians here in Aotearoa New Zealand, elements of the third way are seen in various activities of government. Supporters of the third way such as Labour governments in Aotearoa New Zealand and the United Kingdom during the 1960s and early 1970s offered

> qualified support for at least three core, neo-liberal values. First, they reject state ownership of the economy. Second, they believe able-bodied people ought to be in work and that welfare systems should be reformed to increase labour market participation. Third, they accept that globalisation and greater free trade is inevitable. (Strathdee, 2003, pp. 31–32)

International labour movements supported policies that promote social connectedness, reduce social exclusion and inequality, reduce the bureaucracy associated with previous forms of social democracy and create a shared vision for the country. This meant having the government, the market and civil society working together. This approach of reducing social divisions through careful policy formulation distinguished the New Labour (England) and Labour (Aotearoa New Zealand), from their neo-liberal predecessors.

Alex Callinicos (2001) provided the most comprehensive challenge to the theoretical and practical applications or claims that the third way is different in that it takes the best from neoliberalism and Keynesian ideologies. His critique of Blair's policies for modernisation showed clear distinctions between right and left. He suggested that the effect of third way social policies may not have been fully felt because of the economic boom of the 1990s coinciding with the rapid fall in American unemployment. Callinicos went on to suggest that the victims of a future recession would find themselves far more exposed to the full effect of the market with associated job losses more than at any time previously such as under Reagan and Thatcher. Callinicos went on to say:

> Third Way governments have continued the neoliberal policies of their conservative predecessors and promoted … multinational corporations, privatised areas where Ronald Reagan and Margaret Thatcher dared not go, and allowed social and economic inequality to continue growing … challenges the idea that the knowledge economy is freeing us from the contradictions on capitalism, denies that New labour has coherent strategies for achieving greater equality or reconciling the interests of individual and community, and argues that what is

> called ‘political globalisation’ – the higher profile of international institutions such as NATO, the IMF, and the WTO – masks the assertion of American imperial power **…** The best hope for the left lies in the emergence of an international movement against global capitalism … those who want real change should be challenging the logic of the market … rather than extending its dominion. (Callinicos, 2001, Back Cover)

Seemingly at odds is efficiency as defined by the market and justice as defined by socialists. A wave of anti-capitalist demonstrations in Seattle in November 1999, protesting against the relentless commodification of goods and services started by neoliberals and continued by third way, was used by Callinicos as confirmation that the system was not working and Callinicos predicted that something drastic would happen if the capitalist hold did not abate.

Callinicos suggested alternatives but acknowledged that there were limits to any reformist movements. These limitations forced choices between achieving a fairer and more humane world against seeking the removal of the system itself. However, Callinicos stated that the future requires organised mobilisation by the working classes seeking democratic reconstruction of society as the only way to change capitalist power in the economy and the state to be effectively challenged, requiring a moral agenda and global governance. This approach though was usually the first to be abandoned. Proposals for the future include

> reforming the enemy (global capitalism), making sure that multinational corporations are focused on global governance and international institutions having citizens’ agenda at their centres, improving wage labour and social movements, and, defending the environment. (Callinicos, 2001, p. 124)

Ultimately, the people of Aotearoa New Zealand had to decide what kind of society they wished to live in. As Kelsey pointed out, people wanted change because they felt that they were not being considered or listened to by government. In 1993, the people of Aotearoa New Zealand voted in the new Mixed Member Proportional (MMP) representation system of government where coalition governments were expected to develop the Aotearoa New Zealand way.

> People were fed up with having no real political choice and voted for the MMP electoral system assuming it would make the political system more accountable and representative, and would serve to moderate, if not reverse, the pace of change, but by 1995, it appeared that they could expect more of the same. (Kelsey, 1999, n. p.)

The Labour-led government of 1999 relied on the support of both the centre left Alliance Party as well as the conservative United Future Party. This was a new era of political manoeuvring where smaller political parties were often seen as holding the balance of power. Certainly, smaller political parties agreed that they would support the government on issues of supply and demand and financial stability but were able to pursue their own social goals. This Labour-led government heralded the "closing the gaps" strategy to reduce the gaps between Māori, Pasifika and other populations.

Roger Kerr of the Business Roundtable, in a speech delivered to the Hamilton Rotary Club, 8 October 2008, entitled "Nudging Us Into The Third Way*?*" characterised the 20th century economy as a recurrent search for a third way, a combination of the best of capitalism and the best of socialism. He went on to use Thaler and Sunstein's (2008) phrase of "nudging" to demonstrate how government has moved close to the third way:

> … "nudging" … is slightly tilting the playing field to make it easier for us to choose certain things in preference to others. But full individual freedom of choice is retained. So when the government intervenes by way of nudging, it doesn't reduce our freedom of choice: advocates of government intervention and advocates of laissez-faire can both be satisfied at once. A third way indeed! ... Michael Cullen's original KiwiSaver scheme is pure Thaler and Sunstein. Enrolment in a KiwiSaver scheme is compulsory for new employees, but they are able to opt out within a month. That is, the scheme is not compulsory but the default position is to be enrolled. Thaler and Sunstein show that the take-up of such schemes is far greater where people are free to opt out than where they have to opt in, and they infer from this that many more people really want to increase their saving for retirement than actually get around to doing so. (Kerr, 2008, pp. 1–3)

According to Kerr, Helen Clark, Steve Maharey and Michael Cullen particularly picked up on the idea of the third way, though Maharey (2003) argued that it was the Aotearoa New Zealand way that was being fashioned by mining international best third way practice and thought.

2.2.2.1 Closing the Gaps

If the Labour-led government of 1999 was third way then an example of third way policy was the "closing the gaps" (CTG) strategy where the state was in the centre to promote public value for Māori and Pasifika. Closing the gaps was about closing economic and social gaps between Māori and Pasifika populations and the rest of Aotearoa New Zealand in education, health, welfare, housing, justice and many other key areas. The state wanted to reduce disadvantages for citizens and at the same time make sure that resources were being used effectively and efficiently.

Treasury working papers in late 1999 and 2000 acknowledged the gradual worsening of social and economic outcomes for Māori and Pasifika over the past 50 years, and that if nothing was done the situation would worsen. Proposing strategies for reducing inequalities between Māori and Pasifika populations and Pakeha included increasing participation in early childhood education, improving literacy and numeracy at primary school level and improving health issues that contributed to poor performance in school. Information was needed on the distribution and reasons for disadvantage[17] before any strategy can be developed. However, the Treasury working paper (2000) also acknowledged that

> there is no simple relationship between socioeconomic success, ethnic identity and the strength of engagement with cultural practices associated with particular groups. Convergence in employment, income, education and other outcomes do not entail assimilation of one group's cultural identity to another. A strong cultural identity may be associated with better outcomes. (The Treasury, 2000, p. 6)

Treasury noted that there was a concentration of Pasifika peoples in the lower socioeconomic areas and lower school decile catchments which meant that Pasifika peoples were highly concentrated in the most disadvantaged and deprived locations in Aotearoa New Zealand. This presented a mix of socioeconomic deprivation factors such as ethnicity, cultural and language issues that some researchers have said that when controlled for in

[17] Evidence from the United States indicated that it takes approximately 100 years for migrant groups to reach parity in employment earnings and education outcomes with the majority of the population (Treasury, 2000). Suggested solutions in the United States included building two-way accountabilities between educators and their communities, where communities needed to make sure that children were healthy and ready to learn and schools ready to deliver quality education (Berlinger, 2006).

research studies, ethnicity did not have much effect on outcomes (Nash and Harker, 1992; Nash, 1993, Poata-Smith, 1996, Chapple, Jefferies and Walker, 1997 all cited in Bishop and Glynn, 1999). In contrast, affirming culture and identity can form the foundation for becoming successful (Bishop and Glynn, 1999).

The Treasury's briefing to the incoming Labour-led government of 1999, entitled "Towards Higher Living Standards for Aotearoa New Zealanders", included extensive analysis of the need for social cohesion. The Treasury highlighted the "extended and persistent tail of underachievement" among school leavers and that if low achievement among Māori and Pasifika persisted while their proportion of the working-age population grew, economic growth could be restrained (Small, 1999).

With closing the gaps being a government priority, work began on making sure that government departments were responsive, leading up to the 2000 budget.

> In our country growth in inequality has had a unique and unfortunate dimension. There has been a growing disparity between the life chances of Maori and other New Zealanders, and Pacific peoples and other New Zealanders. It is simply not tolerable to this government to see tangata whenua consigned permanently to the status of disadvantaged citizens in their own land. It is not acceptable. (Rt Hon Helen Clark, Prime Minister's speech at the opening of Parliament, 21 December, 1999)

However, a number of politicians from across the political spectrum suggested that closing the gaps would do little to improve the situation, that there was concern for other low income communities in the same situation, and that closing the gaps was a public relations exercise that would result in more dependency and would create racial divisions.

The Rt Hon Helen Clark in 2000 offered three reasons for the closing the gaps strategy as *"social justice, a Treaty of Waitangi issue and social cohesion"* (Humpage & Fleras, 2001, p. 37). The growing Māori and Pasifika populations and issues about equity and access to equality of opportunities were also underlying factors. Humpage and Fleras went on to interrogate closing the gaps from social justice, Treaty and social cohesion discourses. Their conclusions centred on a lack of understanding of the problem that closing the gaps intended to solve. This resulted in contradictory discourses about its intentions and changes

in interpretations across all the three areas of social justice, Treaty of Waitangi commitments and social cohesion discourses.

A snapshot of ethnic-based research and politics between the United States and Aotearoa New Zealand has tended to show the same results. United States studies drawn together by Baehler (2002) suggested that there were high costs if fear of political backlash silenced debates and actions; for example, if policy analysts remained silent even though they may foresee a social problem with a proposed policy. There was a need for ongoing discussions on the significance of race on social outcomes (Baehler 2002). In the United States, some argued that the Afro-American population themselves failed to take up the opportunities that were offered and it was not the failings of the system or structural obstacles. However, the Afro-American population expanded rapidly and something needed to be done urgently (Gilder, 1981; Murray, 1984; Sowell, 1985 all cited in Baehler, 2002). Paralleling the United States situation, Aotearoa New Zealand policy makers seemed not to have paid too much attention to the signs of growing Māori and Pasifika populations and worsening socioeconomic factors until much later in the 1990s.

2.3 Public Sector Management and Administrative Contexts

Government departments are appropriated annual funding by Parliament to deliver specified outcomes and their performance is monitored by Parliament through chief executives' responsibility to provide prescribed information for this purpose. These relationships were driven by the need for effective, efficient, transparent and accountable public services with the Treasury, the State Services Commission and the Department of Prime Minister and Cabinet being the central agencies with a watching brief over the whole public service.

There have tended to be different administrative practices in the public sector related to particular political ideologies. The Keynesian full employment programmes of the 1950s and 1960s were successful at the time because of the increased demand for goods and services following the Second World War. A high savings culture existed at the time and with growing industrialisation in Western economies, potential for productivity in farming, manufacturing, fishing and mining grew, requiring tight regulation of the financial and

property markets, and, government-sponsored consumption. This period saw rapid growth in public services to regulate growth industries, resulting in large departments with large and complex bureaucracies.

The 1980s and 1990s stood out because of the major public and administrative reforms that were taking place, complemented by changes in policy directions across a number of areas. These reforms focused on consumer responsiveness, with government focusing on the few things that it could deliver more efficiently and effectively, improvements in accountability with widespread adoption of managerialism[18] (Norman cited in Cook & Hughes, 2009). The 1980s saw Aotearoa New Zealand as the

> undisputed world leader in adopting what has since become universally known as the New Public Management model for governing and managing government agencies … radically restructured to:
> - give each agency a sharp focus on its purpose;
> - introduce contractual arrangements between agencies and the executive arm of Parliament'
> - devolve management responsibility and refocus agencies on the delivery of outputs;
> - strengthen accountability mechanisms; and
> - put public finance management and reporting on a commercial footing. (Diplock, 2004a, pp. 1–2)

The new public management philosophy used since the 1980s was to modernise the public sector by having more market orientation which would lead to greater cost-efficiency for governments without having negative effects on other objectives. Jonathan Boston, one of the early writers on the new public management practices, identified several ways in which public organisations differed from the private sector:

- Degree of market exposure (reliance on appropriations)
- Legal, formal constraints (courts, legislature, hierarchy)
- Political influences
- Coerciveness (coercive, monopolistic, unavoidable, of many government activities)
- Breadth of impact
- Public scrutiny
- Complexity of objectives, evaluation and decision criteria

[18] Managerialism is the belief that organisations have more similarities than differences and therefore performance can be optimised by the application of generic management skills and theory. For example the same skills are required to run a college, an advertising agency or an oil rig (Encarta Dictionary: English).

- Authority relations and the role of managers
- Organisational performance
- Incentives and incentive structures
- Personal characteristics of employees. (Boston et al., 1996, pp. 37–38)

The core principles underpinning the new public management system included having clear objectives for managers to achieve; the ability to allocate resources to be able to efficiently deliver on those objectives; being accountable through reporting and assessing performance and having good information on which to make effective decisions. Some modern authors define new public management as a combination of splitting large bureaucracies into smaller, more fragmented ones; competition between different public agencies and between public agencies and private firms; and, incentivisation on economic lines (Dunleavy, Margetts et al., 2005). Defined in this way, new public management was an intellectual force in public management outside the United States from the early 1980s to the early 2000s.

The introduction of the State Sector Act 1988 and the Public Finance Act 1989 heralded new financial accountabilities in Aotearoa New Zealand. These Acts and the accompanying reforms substantially reshaped the public service and its culture. The State Sector Act's aims included:

a) To ensure that employees in the State services are imbued with the spirit of service to the community; and
(b) To promote efficiency in the State services [and other agencies]; and
(c) To ensure the responsible management of the State services; and
(d) To maintain appropriate standards of integrity and conduct among employees in the State services [and other agencies]; and
(e) To ensure that every employer in the State services is a good employer; and
(f) To promote equal employment opportunities in the State services; and
(g) To provide for the negotiation of conditions of employment in the State services [and assistance to other agencies on conditions of employment]. (New Zealand Government, 1988, p. 8)

The Public Finance Act 1989 aimed to:

(a) Provide a framework for Parliamentary scrutiny of the Government's management of the Crown's assets and liabilities, including expenditure proposals; and
(b) Establish lines of responsibility for the use of public financial resources; and

> (c) Establish financial management incentives to encourage effective and efficient use of financial resources in departments and Crown entities; and
> (d) Specify the minimum financial reporting obligations of the Crown, departments, and Crown entities; and
> (e) Safeguard public assets by providing statutory authority and control for the raising of loans, issuing of securities, giving of guarantees, operation of bank accounts, and investment of funds. (New Zealand Government, 1989, p. 11)

The structural changes and reforms of the late 1980s were to improve efficiency and accountability in both the economy and the public sector. Murphy's paper "Efficiency (and Effectiveness) in the Public Sector" showed that the basic principles adopted by these administrative changes included

> clear managerial authority, clear organisational objectives and effective systems of accountability. Chief executives were given, under the State Sector Act 1988 much more freedom to manage and, in return, were more accountable for delivering. (Murphy, 2007, n. p.)

The Public Service Act 1999 enabled much greater flexibility in public sector management. A Public Service Code of Conduct under the stewardship of the State Services Commission was developed to ensure the integrity and values of the public service, and, to provide guidance to public servants (Hicks, 2007; Tanner, 2007). After many years in operation, the Public Service Code of Conduct was replaced by the 2007 Code for State Services, which had three key principles:

> FIRST PRINCIPLE
> Public servants should fulfil their lawful obligations to the Government with professionalism and integrity.
>
> SECOND PRINCIPLE
> Public servants should perform their official duties honestly, faithfully and efficiently, respecting the rights of the public and their colleagues.
>
> THIRD PRINCIPLE
> Public servants should not bring the Public Service into disrepute through their private activities. (State Services Commission, 2007, n. p.)

The strength of any government system obviously relied on the extent to which it deserved and held the respect of citizens. Institutions must be able to show credibility and integrity

which in the public service[19] was built on conventions and practices that were lawful, followed due process and were fair and professional.

> Public servants, therefore, are as much servants of democracy as they are of the government of the day or their fellow citizens … Citizens expect departments to comply with the letter and the spirit of the law … official decisions to be made fairly and impartially, public money to be spent wisely, and public assets to be used and cared for responsibly … the conduct of officials to be above reasonable reproach, and official duties to be performed conscientiously and competently at all times … The way in which our Public Service goes about its business, … and the way in which individual public servants go about theirs, are of prime importance to every chief executive, and to every public servant. (State Services Commission, 2001, n. p.)

The neoliberal periods saw the state moving away from providing essential services to providing minimum services, and ongoing expenditure restraint forced public services to continuously justify the value and effect of their services, performance and outcomes. Consequently, the public service went through huge restructuring, wholesale downsizing from larger implementation departments to small and lean policy ministries that operated as autonomous, narrowly focused businesses. This resulted in significant reduction of government spending in order to meet foreign debt obligations and reduce the nation's deficit and the state's ownership risk, entrench fiscal management practices, and, minimise the threat of interest group pressure on politicians. While the reforms contributed to more efficiency, improved performance[20] and greater transparency, the human costs were high especially to staff employed in public agencies as many lost their jobs. The public service has continued to have restructurings regularly resulting in further fragmentation (Whyte, 1995; Shaw, 2003).

In reality the separation of policy formulation and implementation was artificial (Deans, 1989 cited in Roddick, 2000; Fancy, 2006c) and by 2003 concerns were being raised about fragmentation in service delivery and infrastructure across the state sector. This led to

[19] The principles underpinning the New Zealand public management system included clarity of objectives, freedom to manage, accountability through a set of clear incentives, sanctions to make sure managers act in ways that meet the established objectives, effective assessment of performance and adequate information flows making sure that sufficient information was available to determine performance (Treasury, 2004).

[20] Ministers use a number of 'levers' to set strategy, articulate outcomes, choose whether to purchase the outputs required and to shape the process for holding Chief Executive's (CE) to account for delivering those through the CE performance agreements and review process (Walker, 2004).

another wave of reform which was more concerned with cohesiveness, consistency and constructive relationships shared across all parts of government. This was a shift from market oriented processes towards new forms of governance where it was important to collaborate and coordinate across agencies, groups and institutions to achieve clearer agreement on goals and delivery processes (Scott and Gorrings, 1989; Scott 2001 both cited in Shaw, 2003; Walker and Norman, 2003 cited in Walker, 2004; Diplock, 2004a; Murphy, 2007; Write et al. cited in Boston et al., 1996).

The State Services Commission's 2001 Review of the Centre led to reviews in a number of sectors including the transport sector, the housing sector, the health sector, the education sector, the Ministry of Women's Affairs and Ministry of Youth Affairs.

> The sector reviews aimed to reduce fragmentation and improve collaboration across agencies, build departmental capability and to strengthen the services that members of the public use or rely on. (Mallard, 14 June 2000)

This review was triggered in part by high profile failures such as the "leaky building"[21] situation where division of functions between policy and operational arms created silos between different functions. The Building Industry Authority (the Crown entity responsible for oversight of building standards), and the Department of Housing and Building were not consistently applying the intentions of the policy through to operations and building standards. Another failure was in the Department of Work and Income (WINZ) in terms of public credibility; for example, the time WINZ took to address issues and problems which left students waiting long periods for their student allowance payments, and the extravagance and departmental blowouts in conference spending.

New in this 2001 review was engaging the public sector union, the Public Service Association (PSA), brought about by the signing of a Partnership for Quality Agreement (PQA) on 1 May 2000 (Wintringham & Wagstaff cited in Shaw, 2003). The PQA legitimised the PSA's role in policy-making across the public sector and enhanced staff ability to contribute to organisational decision making to improve working environments. Shaw's (2003) paper "Making a difference? Public service staff and administrative reform

[21] This refers to damaged buildings where liquid seeped in or out accidentally through holes or cracks, resulting in damage to buildings.

in New Zealand" discussed the importance of the government and the PSA sharing a common interest in the future viability of public agencies and that the PQA should promote principled approaches towards establishing good relationships between government, employers and union members.

The PSA instigated the setting up of a Tripartite Forum in 2001 made up of the PSA, several chief executives, the State Services Commissioner and the Minister of State Services. This group advised the Minister on progress of the PQA, which had been slow. Clearly, this notion was a departure from the new public management model of the 1980s and 1990s. The PSA brought David Coats[22] to Aotearoa New Zealand in early 2007 to help foster debate about workplace productivity and the structure and culture of the public service. Coats identified declining public trust here in Aotearoa New Zealand which he said was similar to Britain. Suggestions for improvements included ensuring that the distinctive features of the public service were clear, recognising that citizens expected public services to be accessible and ensured that public services were authorised and funded to provide services, clearly different from the economic marketplace model pursued during the neoliberal period.

In terms of the MOE, the late 1990s saw the centre expanded to also be a service provider with regional offices moving more to being front line deliverers of education services. Further reviews on effectiveness and alignment of education policy and implementation resulted in the Specialist Education Services (SES) and the Early Childhood Development (ECD) reintegrating into the MOE in 2001 and 2003 respectively.

The education sector reviews of 2001 were also driven by the changes that had been happening in the senior secondary and tertiary education systems, aimed at lifting the quality of learning and teaching and improving education for the lowest achievers. A gap between policy and implementation arms within the sector seemed to have grown wider over the years and concerns were raised about agency capability. The reviews identified a loss of focus on the big picture policy drivers and lack of implementation coordination, with the focus mainly on quality assurance and value for money. These reviews concluded

[22] David Coats is Associate Director of Policy at The Work Foundation, an evidence-based research and management consultancy in the United Kingdom.

that the MOE should provide more strategic leadership on policy coordination across education agencies. A chief executive's group led by the MOE's chief executive was established and met regularly to improve education policy and implementation coordination.

In recent years, the State Services Commission has acknowledged that the Aotearoa New Zealand public management model has poor systems for evaluating and reporting on the effectiveness of policy implementation.

> Arguably, until this is addressed it is unlikely that the model will effectively support the managing for outcomes environment … Central agencies have suggested they support agencies to build a culture of enquiry and capability to undertake evaluation by setting expectations and using persuasion. This requires agencies to have sound data systems, a history of the social sciences, capacity and capability and appropriate timeframes for evaluation activities, with good performance indicators on accountability and evaluation systems. (State Services Commission and The Treasury, 2003, pp. 37–39)

Enabling efficiency, effectiveness and accountability is the departmental Statement of Intent, where departments explain their intentions over the immediate year as well as over the next five years. The Statement of Intent is the cornerstone of management for outcomes,[23] the new public sector reform model where the focus moved from managerialism and input and output control to leadership, outcomes and tighter performance specifications (Mallard cited in Diplock, 2004b). These relationships are shown in Figure 2, the wheel diagram at the beginning of this chapter.

Ryan, Gill, Eppel and Lips (2008) in their paper "Managing for Joint Outcomes, Connecting up the Horizontal and the Vertical", noted that collaboration across agencies was not easy but was necessary because no one agency could manage for outcomes by themselves. Drawing on the analysis of several case studies, they provided insights into a variety of roles that might be needed to achieve joint outcomes. These roles are briefly summarised as:

[23] In Canada, managing for outcomes was known as managing for results, a move away from reporting only on inputs and outputs efficiently and economically with the public money entrusted to agencies. This required setting outcome expectations and reporting on performance by telling a credible story that gave a better understanding of how the programme worked, developed to improve future performance as well as report on past performance (Auditor General of Canada, 1997, p 1; OECD, 1997; Mayne, 2001, p2).

> The **Public entrepreneur** … a … critical role … in initiating new ways of working ….work is treated as action learning and not rule following … **Fellow-travellers** … like minded people … collaborate …. Develops … 'collective policy learning' … **Guardian angel** … managing the authorising environment … the **Active client** … requiring different relationships between front-line staff, national office officials, ministers and clients. (Ryan, Gill, Eppel and Lips, 2008, p. 15)

Public sector reforms have continued moving policy discourses further towards effective, positive and sustainable change. There continues to be a strong need for the public sector to develop more

> sophisticated, networked and effective ways of working across agencies and stakeholders … the onus is on the public sector to adjust to individuals and communities whereas previous reforms focused on efficiency and policy reform within the public sector. (Fancy, 2006c, p. 25)

Fancy, in a discussion paper "Development Goals for the State Services" suggested key factors that might help in moving public services forward including

> a much greater focus on collective capabilities across public services developing a 'whole of system' approach, the need to be much more explicitly driven by the diverse and changing realities of New Zealand, its society, its economy and its place in a rapidly changing world in the design and implementation of policies. The third is that we are part of a knowledge society and the effectiveness of the State Services depends heavily on the knowledge it can access, the knowledge it can share and the knowledge it can help create. Central to many different relationships will be the quality of knowledge shared, created and applied to good effect. (Fancy, 2007b, p. 11)

2.3.1 Delivering Services at the Front Line

A new National-led government elected in 2008 decided to focus on reducing bureaucratic compliance and shift the focus to frontline delivery. At the 2009 development conference for leaders in the State Services DEVCON[24], the Minister of State Services said that this government was not particularly interested in a lot of time spent on "strategic visioning, developing frameworks and blue sky thinking" (DEVCON, 2009). This in part was also driven by the global economic downturn, the fiscal challenges the government was facing and ongoing focus on value for money.

[24] DEVCON is an annual Development Conference for senior public servants across the state sector.

Questions were asked about the "front line", what it meant, where it was located and whether agencies had capacity and capability at the front line. This was about improving front line services without compromising the quality of service delivery, doing more with less, with a strong customer focus. Doing more with less meant there was no new money available because the government was facing financial deficits and the global economic downturn was impacting on Aotearoa New Zealand as in other countries. However, State Services Chief Executives who spoke at the DEVCON conference expressed the need for ideas, long-term views, planning and that getting to know the community for which services were being delivered were important. People do matter and therefore "we need to take them with us in these changing times". Others view the front line as being spread across several places and levels ranging from leadership, management and policy development through to service delivery. Communications driven through technology as well as face to face also play a vital role (DEVCON, 2009).

At the same conference, Shergold identified that the solution lied in the *"power of co-production"* where citizens can add value to public services by effectively engaging in the design and delivery of the services themselves. This meant shifting control from the centre to the "edge", where citizens co-owned the focus on outcomes, legitimised services and service delivery. The challenges in this approach lie in the intensity of the time and resources required in the process of co-production, needing the will to be engaged given limited resources.

Putting citizens at the centre, or as expressed here as shifting control from the centre as in central government departments to the edge, as in communities is what frontline delivery is all about. This meant making sure that the contexts of diverse citizens was understood, such as fully understanding the contexts of Pasifika peoples in Aotearoa New Zealand. The term Pasifika is defined more fully in Narrative One, Chapter One and it is a context that is important because, while an umbrella term is given to this population for ease of communication, Pasifika peoples have multiple ethnicities that must be simultaneously addressed, from ethnic-specific, Aotearoa New Zealand-born and mixed perspectives. Multiple worlds are the reality for Pasifika peoples, and they wanted to be treated respectfully as their own particular ethnicity, draw strength from a combined force within Aotearoa New Zealand, as well as recognition that a significant proportion of the

population are now born here and grow up with their own blend of Pasifika-ness.

2.3.2 Meritocracy

Alongside considerations of equity and equality is the notion of meritocracy, a system of government based on rule by ability rather than by wealth or social position. Appointments and responsibilities are assigned to individuals based upon demonstrated talent and ability (merit) and competence demonstrated by past actions or by competition, rather than ascribed on the basis of age, class, gender, or inherited advantage (Marshall, 1998).

> The application of this principle tends to ensure that the most effective individual will perform particular tasks, each according to his talents. (Cooray, 1998, n. p.)

Meritocracy is different to other value systems, where reward and legitimacy is based upon possession of wealth (plutocracy), family connections (nepotism), class (oligarchy), friendship (cronyism), seniority (gerontocracy), popularity (democracy) or other historical determinants of social position and political power. Job placement is awarded on the basis of merit, opportunity and principles, and the rewards for job attainment consider equalities and inequalities through human abilities and personalities that allow workers to perform tasks to the best of their abilities.

Singapore is an example of a meritocratic state where the most deserving candidates are able to go to university, win government contracts and political appointments. However, the concept of meritocracy can have potentially contradictory results. The egalitarian aspect of meritocracy, for example, can come into conflict with its focus on talent allocation, competition and reward. In practice, meritocracy is often transformed into an ideology of inequality and elitism. In Singapore, meritocracy has been the main ideological resource for justifying authoritarian government and its pro-capitalist orientation. Through competitive scholarships, stringent selection criteria for party candidacy, and high ministerial salaries, the ruling People's Action Party has been able to co-opt talent to form a "technocratic"[25] government for an "administrative state".

[25] Technocracy is a form of meritocracy, whereby appointments for positions are made based on demonstrated technical expertise.

However, this focus led to affirmative movements such as EEO being introduced because there was a dearth of minorities and women[26] in top organisational leadership, though they were well qualified for those positions (Tapia, 2008). The Aotearoa New Zealand EEO provisions discussed above have parallels with Australia where the Public Service Reform Act, 1984 provided realistic numerical targets in certain areas. However, Cooray (1998) concluded that Australia needed to re-establish effective principles of equity, non-discrimination and merit, before any more social and personal damage was done.

In another extreme, Bruce Ackerman suggested that the Westminister model of government had died with the introduction of an independent Bank of England in 1997 and an independent Supreme Court in 2009, where the separation of power between the executive and legislature would bring an elitist element into the British Constitution. Ackerman concluded that

> the challenge is to refine … the emerging British commitment to constrained parliamentarianism … it is wiser to fine-tune the operation of a largely meritocratic House of Lords than to create a half-heartedly democratic chamber. (Ackerman, 2007, np)

Evaluation systems, such as those used in formal education qualification frameworks, are closely linked to notions of meritocracy. An example from education can be seen in discussions of undergraduate intakes at Harvard University. Pat Buchanan's paper on "The Dispossession of Christian Americans and Our Self Selecting Elites" and Ron Unz' article "Some Minorities Are More Minor than Others", both published in the Wall Street Journal, November 16, 1998, both commented on entry to Harvard University and suggested that non-Jewish white Americans represented fewer than a quarter of Harvard undergraduates even though this group make up nearly 75% of the United States population. The Journal went on to discuss ethnic distributions or protected places at Harvard seemingly going against the meritocratic principles of United States society (Du Lion, 1999).

[26] Women are sometimes disadvantaged by taking time off work to raise children, yet some of the skills and competencies for raising a family and the management of multiple responsibilities in multiracial/multinational families require sophisticated problem solving project planning, and cross cultural skills (Tapia, 2008).

2.4 Cultural Contexts

The cultural contexts in this thesis were firstly drawn from Tongan culture, identity, upbringing and style, and then moved to broader Pasifika perspectives and multiple world views. At the centre of this context was being Tongan. Tonga is a group of islands to the north east of Aotearoa New Zealand, two and a half hours away by plane from Auckland. Tonga is the last remaining kingdom in the Pacific region and has had a long history of the state and church working together to develop several codes or common rules for governing the country. This eventually led to the Code of 1862 being promulgated, eventually becoming the Constitution of 1875. Tonga is independent, had British protectorate status from 1900 to 1970 and enjoys close relationships with its Pacific neighbours, winning parts of Fiji, Samoa and other Pacific Island countries in land wars during the late 19th and early 20th centuries. This has resulted in Tongans, Samoans and Fijians enjoying close kinship ties spreading across all layers of the population from kings and ruling dynasties, nobility and chiefly lines through to ordinary people. These strong kinship ties are still common and can play major roles in contemporary regional politics, family and community relationships across the Pacific region and overseas.

Tonga has a hierarchical society clearly divided into three social classes, with the king and his family at the apex, nobility in the middle and commoners at the base of the triangle. These layers are still clearly visible, but intermarriage and interdependencies across all social classes have blurred differential class structures in many areas. Traditional social structures continue to be significantly important in Tonga as in other Pacific nations, and, with an educated population now taking over positions traditionally held in the past by the kingly and nobility classes, interdependencies, planning and fostering smooth working relationships, working and communicating together across these three social classes have become paramount. More recently, academic success and associated professional mobility, economic prosperity and international influences have contributed to new ways of operating in families, communities and the nation as a whole. An elite Tongan educated middle class is gaining strength. Hierarchy and prestige are important and these get played out in different situations.

> This concept is central to Tongan identity, both in relation to outsiders … and to Tongans themselves … rank and status are fundamental aspects of everyday life and crucial components in the construction of individual's sense of self. (Morton, 1996, pp. 22–23)

Culture starts from the personal and moves out into the surrounding society, all the while being moulded as it collides, integrates and builds respectful relationships with other cultures. Culture is not static and the culture that is passed on to subsequent generations may not be exactly the same; it is a way of life of members of a given society. Culture holds the values of a given group and the principles and rules (or norms) they are expected to observe (Giddens, 1998; Morrish, cited in Coxon et al., 2002b; Ferguson et al., 2008).

Professor Konai Helu Thaman provides a more comprehensive definition:

> I define culture as the way of life of a discrete group, which includes a language, a body of accumulated knowledge, skills, beliefs and values. I see culture as central to the understanding of human relationships and acknowledge the fact that members of different cultural groups have unique systems of perceiving and organising the world around them. I also believe that the ways in which we have been socialised largely influence our behaviour and way of thinking as our world view. (Helu Thaman, 1998, p.120)

Tongan contexts, while unique, have many practices familiar to those of other Pasifika cultures. Many elements are transferable across cultural practices, or at the very least are understandable when viewed from the wider Pacific regional contexts of Polynesia, Melanesia and Micronesia. Similarities and differences provide unique insights into different Pasifika cultures and ethnicities within the Pacific region, and generic terms, such as Pasifika, have been identified for use outside of each individual Pacific nation. Pasifika populations are unique and want to be recognised as such, notwithstanding the similarities that can be drawn. This thesis is mainly about working with Pasifika as a whole population, though it is recognised that policies and strategies will need to work effectively at the front line for each Pasifika ethnic population resident in Aotearoa New Zealand. Considerations and interactions are needed to be made at individual, organisational and community levels, across families and communities as Pasifika peoples interact within a multicultural society and with an indigenous population that is mutually shaping (Bronfenbrenner, 1979).

2.4.1 Culture and Identity Discourses

Pasifika culture and identity discourses in Aotearoa New Zealand have contributed towards this population carving out a unique niche within the diverse mix of people living in this country. Pasifika peoples have brought with them their values and many are successfully carving out unique identities in Aotearoa New Zealand (Anae, 2007; Helu Thaman, 2000; Manu'atu, 2007). Pasifika identifies are now being used alongside the development of models of empowerment and self determination (Matahaere-Atariki, Bertanees & Hoffman, 2001; Autagavaia, 2002 both cited in Airini & Sauni, 2004). The strengthening cultural and identity discourses have also enabled Pasifika peoples to participate in talanoa ako (consultation) with a government agency in planning for Pasifika education. Strong cultural backgrounds and leadership models were able to drive sustained effort within the MOE and Pasifika communities over the past 16 years.

2.4.1.1 Definitions of the Cultural Strands Used in this Thesis

Four interweaving strands of culture, identity, upbringing and style are used by the author to shape the foundations on which to weave Pasifika education responses. From inside being Tongan towards interfaces with other Pasifika cultures, and then from inside the MOE capturing Pasifika community voices across Aotearoa New Zealand, weaving valuable responses to Pasifika education issues. This thesis also acknowledges that other Pasifika cultures within Aotearoa New Zealand can draw similarities and distinctions between their own and the cultural constructs discussed below.

Definitions of these constructs are included here to create meaning and translations are carefully fashioned to capture the specificity of each construct as used by the author in this thesis.

Culture *('ulungaanga faka-Tonga),* the Tongan way, refers to the values, beliefs, language and attitudes that shaped and influenced the author and her perceptions of the world, growing up in Tonga and later living in Aotearoa New Zealand.

Identity *(ko hoto 'uhinga)* is individuality, being different from others, co-existing with collective group identity, including factors such as self perception, gender, nationality,

culture, religious affiliation, interests, talents, personality, family, friendship and social networks.

Upbringing *(fakalekesi mo e talatalaifale mei he kali fanafana ki he kali loa)* includes discipline, values, morals, influences and experiences during childhood and youth where education was a high priority within the family, developing leadership and management potential, being able to function within different social situations, relating to other people, and, knowing oneself and one's place within different groupings of family, church or village, and associated obligations, rank and prestige. Upbringing in this case refers to influences from Tongan contexts shaping and moulding behaviour, beliefs, values and world views and later using these to understand new and different models in different contexts helping to inform and create new and contemporary models.

Style *(ko hoto founga)* refers to how culture, identity and upbringing have influenced and shaped expressions of personal behaviour and world views helping to shape subsequent professional, leadership and management styles in both public and private capacities.

2.4.1.2 Cultural Contexts and their Contributions to Methodological Approaches

Culture, identity, upbringing and style and the interrelationships, interdependencies, participatory and contextual discussions between these constructs are used in this thesis to provide the methodological and theorising contexts from which the tools created for use in this thesis were drawn.

'Ulungaanga faka-Tonga (culture), ko hoto 'uhinga (identity), fakalekesi mo e talatalaifale mei he kali fanafana ki he kali loa (upbringing), and ko hoto founga (style) are shaped by notions of power and prestige, rank, place in the immediate and wider family, and the values of spirituality (lotu), relationships (tauhi vā), reciprocity (fe'aonga'aki), leadership (taki), sense of belonging (kau he lau), respect (faka'apa'apa), love ('ofa), service (ngāue 'osikiavelenga), inclusion (fepikitaki or fekau'aki) and validation (fakamo'oni or fakamahu'inga'i). These are about knowing one's place in the wider scheme of things such as in the family, the community and how they relate to informal and formal situations, both

as being inside or outside any of these constructs, as well as being demanded by the social hierarchy.

Helu Thaman (1988) and Johansson-Fua (2001), both cited in Taufe‘ulungaki (2004) identified faka‘apa‘apa (respect) as the core value for Tongans and that it is

> an unwritten social contract that all Tongans aspire and adhere to in various degrees and contexts, … begins with a shared understanding that this is a relational social contract between two people … as much as it is a value, must be demonstrated through behaviour, speech, dress code and meeting cultural and familial obligations … Faka‘apa‘apa operates from a collective perspective where the good of the collective is valued over the individual. (Johansson-Fua, 2007, p. 677)

The above four intersecting constructs (culture, identity, upbringing and style) were selected by the author as the drivers of Tongan leadership that are being used in the thesis. These were not intended to be exhaustive or contained all the values pertaining to Tongan culture and identity. However, these constructs helped to know how to behave in different contexts, how to negotiate oneself in social situations and how to mitigate against unexpected fallouts such as differences between traditional practices and world views and more modernised, young, foreign educated world views. Kavaliku (2007), referred to this as being able to know when to be ‘eiki (high ranked) and when to be tu‘a (low ranked), effectively operating successfully in western society, royal society, chiefly society and commoner society.

The richness and depth of Tongan culture and values have been included in a variety of narratives (Finau, 1995; Helu Thaman, 1999; Tongati‘o, 2007b), and this thesis adds to those narratives. These narratives provided a clear understanding of the contexts, social hierarchy, values, leadership and sense making or meaning.

Drawing from these cultural contexts, the thesis is negotiated across different contexts such as the political ideologies of neoliberalism and third way, and consequent public service management practices. This helped to develop an understanding of authorising environments and the macro policies operating within the public service in Aotearoa New Zealand and whether developing Pasifika education plans was viable.

The thesis uses the theories that culture and identity "count" (Bishop & Glynn, 1999) and it has added upbringing and style as having mattered in identifying the subsequent development strategy and analytical tools.

The thesis considered other Pasifika models and metaphors that have been drawn up in Aotearoa New Zealand, including the Fonofale model (Pulotu-Endemann, 2001), the Tivaevae model (Ma'ua Hodges, 2000), and the Seitapu model (Pulotu-Endemann, Suaali'i-Sauni et al., 2006). The Seitapu Pacific Mental Health and Addiction Cultural and Clinical Competencies Framework is a model that promotes the important links between cultural theory and practice, clinical theory and practice, and, describes the Pasifika cultural competencies that mental health workers should be familiar with at different levels for successful service delivery. At the basic level, the competent worker should at least be culturally aware and show sensitivity to basic Pasifika family structures, language, tapu, infrastructure and culture. The advanced level requires more engagement and comprehensive experience of Pasifika family structures and at the leadership and highest level, the competent worker should have specialist knowledge and cultural skills in at least one Pasifika culture (Pulotu-Endemann, Suaali'i-Sauni et al, 2006).

After taking into account the above considerations, the author selected talanoa (consultation), kakala (garland) and tauhi vā (relationships) as the basis for developing the tools used in this thesis. Relationships are key values in Pasifika communities and many writers have referred to this as teu le va (Anae, 2007), tauhi vaha'a (Mahina, 2004). Mila-Schaaf and Hudson, in their paper "Negotiating Space for Indigenous Theorising in Pacific Mental Health" (2008)**,** moves this discourse further by examining the negotiated space within individuals, systems and different Pasifika generations as they negotiate themselves across intercultural realities. This provides opportunities for insider/outsider stories and narratives to be treated as valuable and useful, given the real and lived experiences of "inside knowledge" and "first-hand" experiences. Others refer to "researcher as first paradigm" (Mitaera, 1997). The negotiated space affords opportunities for people to negotiate:

- their relationship with existing cultural knowledge (cultural reflection)
- their relationship with new cultural knowledge (knowledge exchange)
- their relationship with different systems of meaning and knowing

(understanding the limits of knowledge systems)
- their relationship with culturally distinctive parties (power relationships), and
- how individuals manage cultural choices that arise from having awareness and access to more than one culture (dealing with multiplicity). (Mila-Schaaf & Hudson, 2008, p. 19)

Mila-Schaaf and Hudson went on to discuss the importance of seeing negotiated space in relation to seeing self in others, both similarities and differences, and in the ability of bringing together scientific knowledge and indigenous knowledge. These discussions provide parallel anchors to the way the author has created the tools used in this thesis. Pasifika and non-Pasifika tools draw together similarities as seen in their successful integration. Negotiated space, in this thesis, is both transformative as well as affirmative. The created tools provided valid spaces for Pasifika and non-Pasifika tools, theories of engagement and analysis, allowing both to be used together in ways that created value for Pasifika peoples as well as across the education system.

2.4.2 Culture and Education Discourses

Pasifika education contexts have significant differences from and similarities to other indigenous population contexts; for example, Māori in Aotearoa New Zealand, Pasifika contexts in the Pacific region, and indigenous contexts worldwide. Common issues might include language and bilingual education in places such as the United States and Canada, Pasifika knowledges and pedagogies, participation, engagement and achievement in areas such as literacy and numeracy (e.g. scientific and mathematical literacies). Research also identified the critical role that culture plays in education.

> From cognitive and socio-cultural perspectives learning is facilitated when new information is related to prior knowledge and experiences, and taught by familiar means. Because learning is an interactive, social, contextualised process, to achieve optimum learning a child's educational environment needs to be culturally compatible with their home environment. Children's learning is maximised when educational experiences:
> - Incorporate cultural content
> - Reflect cultural values, attitudes, and practices
> - Utilise culturally preferred ways of learning
> - Include culturally appropriate support. (Bevan-Brown, 2003, p. 1)

Bronfenbrenner's model of the ecology of human development (1979) provides a theoretical base for the cultural and contextual discussions enabling the unpacking of each layer in the insider/outsider setting used in this thesis (Figure 1).

> The relationships between individuals and their environments are viewed as mutually shaping [the individual's experience] as a set of nested structures, each inside the next. (Bronfenbrenner, 1979, p. 2)

Having the ability to see within, beyond, and across several system interactions (such as in families, workplaces, and economies) was important and are explored in the contexts and spatial relationships discussed in this thesis. Bronfenbrenner's four interlocking systems shape individual development initially through the micro-system of home and family; the meso-system involving more people as the child moves through early childhood and schooling; the exo-system that influences families such as parental workplaces, school boards and social service agencies; and finally the macro-system of interlocking social forces and their interrelationships in shaping human development. These ecological models provide the broad ideological and organizational patterns within which the meso- and exo-systems reflect the ecology of human development (Zeitlin, Megawangi, Kramer et al. 1995).

These systems provide social and cultural constructs that influence and are influenced by Pasifika culture, identity, upbringing and style discourses shaping the methodologies and contexts used in this thesis.

2.4.3 Leadership

An interview on leadership conducted with Professor Ronald Heifetz, co-director of the Centre for Public Leadership at Harvard University's Kennedy School of Government in 1999, discussed what Heifetz saw as essential and expendable in leadership. According to Heifetz, one needed to take advantage of opportunities generated by engaging with new cultures, systems, values, new economic opportunities, political, religious and spiritual features through a system of interdependence through adaptive change processes. Organisations, families, neighbourhoods and communities needed to sift through to know what was essential and precious from their past to hold on to. Adaptation is carrying forward the best from the past and being open to learn from engaging with the wider world.

> Leadership requires a diagnostic capacity to be able to assess resistance that accompany painful adjustments, painful adaptations, and painful change. (Heifetz, 1999, pp. 1–11)[27]

These general ideas then had to be tailored to the person, moving people from entrenched mindsets and loyalties towards having a more adventuresome, experimental mindset. In this way, leaders may be willing to consider different views without feeling their most precious set of values were going to be lost, which was usually the cause of resistance and anxiety against change. This is adaptive leadership, which is required when deeply held beliefs and values are challenged and when faced with competing demands. A leader for times like these, need to be able to view the overall picture, all the while challenging existing processes and beliefs. This is "getting on the balcony" to provide a clear focus and direction to navigate the turbulence (Heifetz and Linsky, 2002; Delagardelle, 2009). From the balcony, one is able to see the strategic and overall environment and not be restricted to operational detail only. Other key roles for adaptive leaders are to be able to sequence and pace the work, identify what is important out of all the possibilities, give the work and voice back to all participants, and bring a new reality to an individual group, organisation or society in helping them to adapt successfully to the new reality (Heifetz and Laurie, 2001). Heifetz and Linski refer to leadership as follows:

> To lead is to live dangerously because when leadership counts, when you lead people through difficult change, you challenge what people hold dear – their habits, tools, loyalties, and ways of thinking-with nothing more to offer perhaps than a possibility. (Heifetz & Linski, 2002, p. 9)

Sometimes people may try to stop any change that affects their work, to preserve what they have, and this approach often marginalises leaders.

It is therefore important for the leader to stand back and see the whole picture, even if that leader is involved in the actions being observed. Taking the balcony perspective is tough when one is also engaged on the dance floor, being pushed and pulled by the flow of events. It is not easy to observe oneself engaged in the activity, but it is important to do so, objectively, moving from participant to observer, helping to sort whether technical

[27] The interview with Professor Ron Heifetz was conducted by Claus Otto Scharmer, on 23 June, 1999. The topic was "Adaptive Change: What's Essential and What's Expendable?"

solutions or more adaptive change is needed, or whether it is hearts and minds that need shifting (Heifetz & Laurie, 2001; Delagardelle, 2009).

Heifetz and Laurie (2001) went on to discuss the importance of personal relationships and networks of people that could be called on in addressing the issue at hand. They referred to this as thinking politically in the exercise of leadership such as dealing with people who agree with your management of the issue, managing those in opposition and those that are uncommitted but need to be moved. This involves finding partners inside and outside the organisation who share the same goals and working closely with opponents. One of the hardest aspects of leadership and change making is accepting that there will be casualties, unfortunately a necessary by-product of adaptive work. Relating to people is essential to leading and staying alive. Changing the status quo generates tension, brings hidden conflicts to the surface and presents challenges to the organisational culture. Heifetz and Laurie (2002) referred to this as the leader's ability to control the temperature by raising the heat enough for people to pay attention to the hard issues and the weight of responsibility for tackling the issues and then reducing the heat by starting on the technical problems first then introducing adaptive challenges once people were warmed up, reducing anxiety enough so that the tougher issues can be addressed.

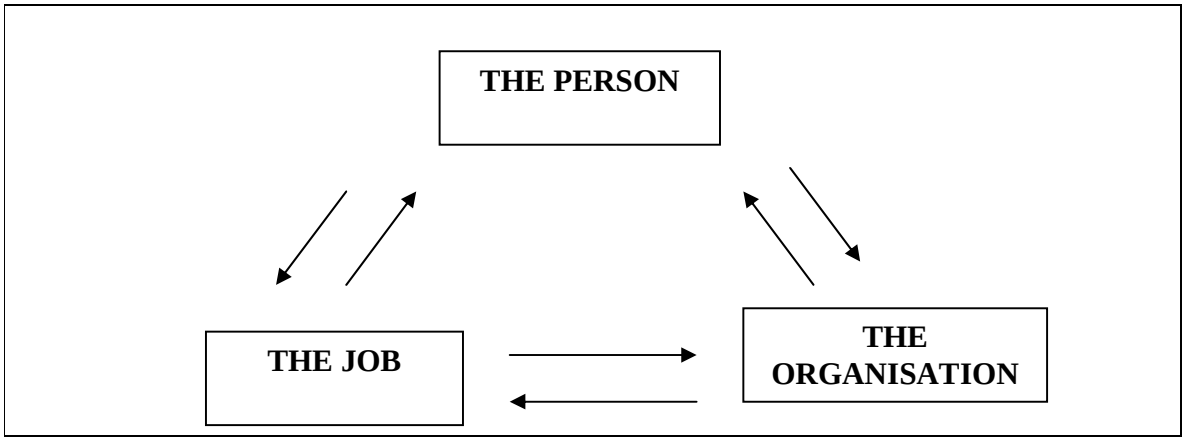
Sustaining momentum through difficult change requires reminding people what the future looks like; that is, keeping the goals for change in view. Leaders' credibility and authority need to be demonstrated through the capacity to take problems off others and give back solutions, make the interventions and change as short and simple as possible and at the same time maintain poise to be able to plan the next best step (Heifetz & Linski, 2002). It is always difficult to not personalise the issues but successful leaders show the ability to take the heat and take a measured approach to the issues, allowing for the issues to be well developed. Effective leaders always focus on the issues and not on personalities. This, though, does not mean that a lone warrior leadership style needs to be adopted; leaders need critical friend confidants, allowing them to discuss the issues thoroughly and freely, providing a sanctuary.

Many of the factors discussed above are common across different Pasifika cultural leadership practices. This thesis uses Tongan leadership to view other leadership styles and

Tongan leadership also identified the importance of relationships and faka‘apa‘apa (respect). Relating to people is a fundamental Tongan value and this value is also common across different Pasifika world views. Strong Pasifika leadership was nurtured within the MOE to create successful spaces for addressing Pasifika education that were long term and not ‘a moment in time’ development.

Mariner (2008) discussed a study by Flanagan and Spurgeon in 1996 that supported the view that effective management and leadership is context dependant. Flanagan and Spurgeon’s study of managerial effectiveness in the National Health Service in Britain further proposed that managerial effectiveness was best understood as a construct with three distinct but interrelated dimensions: the person, the job and the organisation. They developed the model to measure managerial effectiveness and identified characteristics related to the individual and the individual’s competencies. These included the job to be performed and its requirements, and the context (referred to in their model as “the organisation”) in which the job was being performed. This model of managerial effectiveness, while originally in reference to health management, has parallels with ways of looking at effective management and leadership that this thesis has adopted, as well as addressing issues of insider/outsider context specifics.

Figure 3: Flanagan and Spurgeon’s model of managerial effectiveness



Flanagan and Spurgeon in Mariner, 2008, p. 4

Based on this model, the Person both influences the Organisation (or context in which the job is performed) and is also influenced by it. Likewise, there is a dynamic relationship

between the Person and the Job, and the Job and the Organisation. This approach is similar to being an active participant researcher, a role that the author of this thesis plays. There have been strong reciprocal inter-relationships between the Pule Ma‘ata Pasifika as the person and researcher, the organisation (MOE) and the job of the Pule Ma‘ata Pasifika itself.

2.4.3.1 Pasifika Leadership

From a Tongan perspective, Dr Langi Kavaliku was a leader and role model who had successfully played and negotiated different tu‘unga or positions, personally, professionally, politically and socially, and was a recognised leader in all those contexts. High education achievement also meant that Kavaliku was socially mobile and becoming the first Tongan PhD graduate resulted in his being made a minister on his arrival in Tonga in 1967 after his studies abroad. Having been made a minister in his first public role in Tonga, Kavaliku had to quickly learn to know when to be ‘eiki (high ranked) and when to be tu‘a (low ranked) in relation to others and how to communicate and behave appropriately at each level. His political career saw him reaching the level of being the first Tongan commoner to be Deputy Prime Minister 1991–2001, sometimes as acting Prime Minister for short periods.

Kavaliku (2007) suggested that knowing and understanding one’s culture, customs and traditions are important imperatives for leaders in the work place as well as in communities and in one’s life. The foundations of cultural competence in terms of working cross culturally, is firstly being able to articulate one’s own values and expectations. Kavaliku’s leadership qualities are shown in the table below, and while these were initially played out in the Tongan contexts of family, communities and government, Kavaliku was involved in the wider Pacific region and internationally. These contexts provide ways of viewing other Pasifika leadership styles. There are blood links, social links and political links that are woven together in clarifying roles, obligations and responsibilities. There is no opportunity to be all caring without being all responsible as well. Table 2 provides a summary of Kavaliku’s cultural contexts and leadership qualities.

Table 2: Contextual and Leadership Qualities

Context/value	Leadership quality
Culture	. Knowing and understanding one's culture, customs and traditions . Knowing how to live and move in four worlds – western society, royal society, chiefly society and commoner society
Professionalism	. Being aware that culture and values influence thinking and making judgements . Quality and relevance are always important . Ability to manage change . Being innovative . Professionalism in service delivery, decision-making, personal attributes and performance
Leadership	. influenced by cultural values, one's belief, experience, ability and intelligence and the mission and culture of ones organisation . in the context of a multi-cultural and multi-ethnic societies . good judgement . core of principles are similar but the exercise of leadership is contextual
Trust	. Within ones organisation and with the community, empathy, emotional intelligence, honesty . One's heart being in the right place
Family, friends	. Relationships are important, they can create support networks
Church, state and community	. Church and spirituality are important and transcends all contexts in Tongan life . Church, state and community interrelationships are important and a leader needs to know how to behaive in each context . Communities need to feel that the leader is one of their own through participating in key events
Mentors	. Important for support and guidance whether in professional sphere or within the community
Education	. Highly valued by all Tongans . Being knowledgeable but not a 'know all'
Aspirations	. Within Tonga and within the international community, and, inspiring others
Silence	. Understanding if this is meaning consensus, indifference or diplomacy
Ownership	. Ability to convince clients and communities that they own what one is trying to do

Adapted from Kavaliku, 2007, pp. 8–14

Drawing on the approach of this Tongan leader, it is possible to move from the specific to the general in drawing up Pasifika leadership discourses. Most traditional Pasifika leaders are firstly encompassed within leading extended families who share the same genealogy; their leadership then moves out into communities who share the same vision and aspirations, then to whole Pacific Island countries (PICs) or states that share the same values and traditions, and finally across the whole Pacific region and internationally.

Leadership discourses across Pacific Island countries draw on traditional forms of leadership. The Seitapu Pacific Mental Health and Addiction Cultural & Clinical Competencies Framework (Pulotu-Endemann et al., 2006) discussed leadership across different PICs. A brief summary of these discussions are shown below.

> The Cook Islands leader was born into the chiefly system and can enhance personal prestige through their accomplishments. Chiefly leadership was based on the ariki, gradually became replaced by centralised forms of government with elected politicians. Recognition of the chief's status and role is part of the Cook Islands constitution that established the "House of Ariki", making up the hereditary chiefs of the Cook Islands.
>
> Fijian leadership is strongly connected with a particular land area or the district one comes from and is patrilineal where leadership roles and titles passing from father to eldest son. Similarly in Niue, leadership is tied to the land and the extended family. Leaders must exercise power in the proper way, so as to benefit the whole extended family. Status in Niue is based on achievements, the greater the leaders' deeds the higher their status became. If one abused this status and power, the whole family can lose confidence and can elect a replacement.
>
> Samoan leadership is also based on strong traditions, links to land and kinship titles that have been passed down through the generations. The sixteenth century saw Salamasina given the four paramount titles (papa) of Tui Atua, Tui Aana, Tamasoali'i and Gatoaitele, giving her authority over all of Upolu, Savai'i and Manono, becoming the first Samoan monarch. Contact with European colonialists and the introduction of Christianity changed traditional Samoan leadership and authority. Today there is no one individual who holds the papa titles but the matai system is still strongly in place alongside other types of leadership that has developed. National leadership by one individual is recognised more in the parliamentary system through the positions of the Head of State and the Prime Minister of the independent State of Samoa. The Head of state is chosen from the highest traditional royal titles of Samoa called the Tama Aiga. (Adapted from Pulotu-Endemann, Suaali'i-Sauni et al., 2006, pp. 35–41)

Two women leaders of the Pacific region stand out, Queen Salamasina of Samoa and Queen Salote of Tonga. Both women had traditional power and prestige but also displayed leadership qualities that endeared them to their peoples. Queen Salote put Tonga on the world stage when, in attending Queen Elizabeth IIs coronation in London in 1952, she rode in her carriage with the top drawn down even though it was raining. Her response was that she was queen of a tiny nation and she was showing her respect to a higher power than herself, the power of a larger nation showing the Tongan values of faka'apa'apa (respect), 'ofa (love), tauhi vā (relationships), 'ulungaanga fakatō ki lalo (humility), 'ilo 'eiki

(knowing self and higher ranked nobility), and fakahikihiki (praise and putting others ahead of oneself).

Common leadership factors from across the Pacific region can be drawn from the above examples. These play strong features in most countries and leadership qualities are commonly drawn off traditional beliefs, kinship lines and ancestral beginnings. Some of these leadership factors include:

- Ties to traditional supernatural powers connected to the gods;
- Social feudal structures, ties to the land with patrilineal or matrilineal systems;
- Traditional chiefs, ariki, matai, hou'eiki;
- Wisdom of the elders;
- Leaders showing respect, love and kindness reciprocated by families and communities conferring more status, prestige and standing on the leader; and, more recently
- Educational achievement and economic wealth.

Most Pasifika communities expect leaders to display the majority, if not all, of the above factors and wisdoms. In addressing the University of the South Pacific-NZAID regional symposium on Pacific Leadership, 7-9 July 2005 in Suva, Sanga in his paper "Pacific Leadership: Hopeful and Hoping!" proposed key factors that he deemed important in Pasifika leadership at village, national and professional levels. These include leadership being traditionally based on vision, style, competence and character. Using these criteria to look across the region, Sanga concluded that leadership is at best variable, ranging from weak and poor at some levels, and with vitality and strength in others. He went on to surmise that leadership by women

> … at the village level appears strong, alive and with a proven track record. At this level, women leaders are providing vision, direction and are achieving their group goals … demonstrating sustainable leadership and are using approaches to leading that are appropriate for their contexts, needs and tasks. As well, village women leaders appear to be credible … At the village level, it is leadership by men (e.g. traditional leaders), which seems weak ... in providing clear vision and in applying needed skills to deal with external challenges … The weakest leadership level across all four areas (vision, competence, style, character) is national, rather than at the village. Generally, the national leader finds vision creation daunting;

> does not seem to have key skills for national leadership; uses a style that is inappropriate; and does not have a credible character … The strongest concern area for both leadership levels is diminished or poor character, and not a lack of vision, competence or inappropriate leadership styles. It appears that diminished or poor character is a feature of all categories of leaders at all levels, thereby making this the most serious crisis in Pacific leadership. In other words, the priority leadership concern in Pacific Island countries relates to the character of leaders, not other features of leadership. (Sanga, 2005b, p. 7)

Sanga is working with leaders across the Pacific region and in Aotearoa New Zealand to grow young Pasifika leaders who have vision, style, competence and character. Credible leadership by Pasifika women comes across strongly in Aotearoa New Zealand where women's organisations are thriving, and they are often the ones who are driving numerous activities. In education, Pasifika women are the visible drivers of the Pasifika early childhood education movement. Alongside these women are church leaders[28] (usually men) and families and communities. Another example is PACIFIKA, the Pasifika women's organisation that has been operating for a number of years and is nurturing young women as leaders. Most Pasifika communities in Aotearoa New Zealand have a national women's organisation such as the Fijian Women's Association and the New Zealand Council of Tongan Women (Tongati'o, 1994a). An issue that might need to be considered more consciously in Aotearoa New Zealand is Pasifika leadership succession planning to make sure that young people are able to step into elders' shoes when required. This requires elder leaders to be considering when to hand over the power to the young generations (Tongati'o, 2005). Some of these leadership qualities have successfully been used by Pasifika women leaders in the public service, though more would be ideal.

Leadership Pacific, convened and mentored by Sanga, is a movement of new generation leaders who practice, study and teach leadership to enhance leadership capacity across the Pacific region and in Aotearoa New Zealand. An outcome of discourses on the Rethinking Pacific Education Initiative (2001)[29], this innovation aims to grow 1,000 new leaders by 2015 who

[28] Most church ministers that the author has met acknowledged the support and leadership they've received from their wives, mothers and daughters.

[29] The Rethinking Pacific Education Initiative was started some years ago with seedling funding from NZAid enabling discussions between education personnel at Victoria University with colleagues from the Pacific region. This was responding towards making sure the value of education was aligned with national priorities and cultural imperatives across the Pacific region. Discussions were also focused on the quality of education across the Pacific region.

- Foster ethical leadership in individuals, organizations and communities in the Pacific.
- Promote understanding of leadership knowledge and practices, starting with context first.
- Serve as a network for sharing of ideas, research and practices about Pacific leadership.
- Strengthen the links and relationships between those who study and those who practice Pacific leadership. (Sanga, 2005a, np.)

The Leadership Pacific movement might help to bridge the gap between elder generation leaders and emerging leaders, supported by other initiatives such as the Emerging Leaders Dialogue, a Commonwealth leadership development programme that has now been run twice across the Pacific region. There is a proliferation of leadership development programmes and the issue is identifying those programmes that can gain credibility from those people and environments with authority, such as Pasifika leaders, academia and emerging leaders themselves.

There are strong parallels between Pasifika leadership and Māori leadership across political, social and academic spectrums; some of these similar qualities could be attributed to Pasifika and Maori having common ancestries. Strong leaders have been able to conserve, preserve and maintain, and, in some areas, adopt and adapt cultural knowledge and skills passed down through generations. In Aotearoa New Zealand, this can be shown by the strong Māori self-determination and indigenous rights movements associated with control of customary practices. While this thesis does not go into Māori leadership in detail, Pasifika peoples now living in Aotearoa New Zealand look to Māori leadership models as role models for themselves. Migrant Pasifika populations now want to make their needs heard without distracting from Māori as tangata whenua and their indigenous rights in Aotearoa New Zealand.

The leadership qualities discussed by Kavaliku above (Table 2) are also important for Pasifika communities here in Aotearoa New Zealand and overseas. Effective Pasifika leaders are those that are obviously strongly linked to their cultural roots and their communities. They have strong cultures and identities, know who they are and are comfortable in different contexts, can confidently create trust with diverse communities and can build reciprocal relationships that are long lasting. They are fair, have the ability to

listen, and the heart to take difficult issues and find solutions where possible. A good leader has the power of oratory, a strong speaker with the ability to broker listenership and followership, can create trust and can broker relationships higher up the value chain with the authorising environment, push and extend organisational capability, mobilise people capacity and create public value for Pasifika communities to be able to realise their full potential.

A Pasifika leader in Aotearoa New Zealand needs to be able to operate in multi-cultural and multi-ethnic minority societies located within a larger dominant society, alongside an indigenous Māori population. There are issues of inter- and intra- relationships within and between diverse Pasifika populations that are continuously changing. This is about being an Aotearoa New Zealander without losing one's roots (Kavaliku, 2007).

Pasifika leadership in the Aotearoa New Zealand context always seems much more difficult because leadership is always negotiated across different perceptions such as from inside the specific ethnic community, with the wider Pasifika community, the majority non-Pasifika community and with the indigenous community. It is almost always a case of Pasifika peoples such as public servants having to overachieve in everything they do, in proving capability, cultural knowledge and skills, expert subject knowledge and being able to negotiate across all the communities referred to above in a coherent, methodical, sensible way. Overachievement means keeping a constant watch on what is possible and do-able, and helping change a common perception across the Pacific region that palangi (European/Pakeha) is better than Pasifika, a perception created from a time in the Pacific islands where palangi (European/Pakeha) did most of the professional work for a number of decades, while the local workforce, knowledge and skill base were still developing. A lot of Pacific Island Countries (PICs) these days have developed their own capacity and capability and palangi (European/Pakehā) working in these countries are mainly donors and their consultants. The challenge for Pasifika leadership in Aotearoa New Zealand is how to sustain strong individual Pasifika cultures and identities, and work together as a Pasifika community on shore (Kavaliku, 2007). It is a case of knowing when to collaborate as a whole Pasifika community and when to push individual ethnic Pasifika priorities.

Discourses on the use of Oceania instead of small isolated Pacific states confined to national boundaries might be a useful construct for Pasifika communities in Aotearoa New Zealand. This discourse draws on cultural movements across the region, seeing a sea of islands across a vast ocean of resources. Interdependence between cultures can be seen when Pasifika peoples migrate out of the region into industrialised nations, they establish themselves there and still have a strong cultural bond with their home country and the region (Hau'ofa, 1993).

What do all these discourses mean for Aotearoa New Zealand where all people from across the Pacific region come together to live, work and attend education services together? This calls for a cultural *"unity in diversity"* approach (Hau'ofa, 1993, p. 132), where building and sharing resources can create a vast Pasifika economic and resource base.

2.4.4 Lessons Learned From Māori

The indigenous Māori population is reaffirming its rights as indigenous peoples and tangata whenua, rights to language and cultural heritages, and the Treaty of Waitangi as a defining and key foundation document for legislation and the enactment of a strong bicultural partnership between Māori and the Crown.

> By the early 1970s, the wider public began to hear Māori more energetically asserting their cultural distinctiveness … impressing on governments the necessity of thinking in terms of culture and ethnicity as proper descriptions of the elements of national society; they insisted that since culture and ethnicity were worth preserving and fostering, respect for ethnic differences should be the normative basis for policy. "Monoculturalism" and monocultural policies would no longer do. (Hannaford cited in Brown & Ganguly, 1996, p. 431)

By the time of the Labour government of 1984, the growing call for political and economic autonomy by Māori in terms of the return of Māori resources (land, forests, fisheries and waterways) was well under way. This call ran parallel to the neoliberal political changes where the state was withdrawing from providing and running certain services, and where some of the assets in line for transfer to corporates and multinationals were often the very ones that Māori could have a claim for (Joint Methodist Presbyterian Committee, 1993). In the same period, Pasifika peoples experienced a coming out of sorts and openly took on a

mandate of their own, all the while respecting their traditional, cultural and kinship ties with Māori, and Māori as tangata whenua in Aotearoa New Zealand.

Pasifika peoples are beginning to regroup and rebuild some of their cultural heritages that had been silent for some time. The effect of the Tomorrow's Schools reforms on Māori education is of note here. The reforms intended to give decision making to communities and their schools, though according to Appleby

> … there is minimal recognition" [of Māori communities] within the Tomorrow's Schools document, published at a time when Māori issues and concerns were high on the public agenda in Aotearoa New Zealand. (2001, p. 118).

However, it was much easier for Māori communities to set up kura kaupapa Māori (Māori schools), and the reforms have led to an increase in the number of kura established and Māori bilingual units within schools. The te kōhanga reo movement, where the Māori community took control of Māori language themselves, is well established.

The "culture counts" discourse provides learning opportunities for Pasifika. Bishop and Glynn wrote that

> if one lesson is clear from the history of our country it is that imposition of a model [of change] from outside of the experiences, understandings and aspirations of the community is doomed to failure. Failure, that is, if the objective is other than assimilation or the perpetuation of a situation of dominance and subjection. (Bishop & Glynn, 1999, p. 12)

There are negative effects of monocultural and monolingual approaches on Māori education such as in culture and language and there are negative consequences when not treating diversity as strengths. Furthermore,

> Pakeha political control over decision making processes in education within the context of an assimilationist agenda has marginalised Māori language and cultural aspirations and Māori preferred knowledge gathering and information-processing methods and contexts. (Bishop & Glynn, 1999, p. 17)

Durie in Bishop and Glynn clearly sees the solution in kaupapa Māori, and warned that

> Māori self-determination and positive Māori development [amount] to little if, in the establishment of a strong economic base, no room [is]left for the strengthening of a Māori identity and the continuing expression of Māori culture – the advancement of Māori peoples as Māori. (Durie 1998, cited in Bishop and Glynn, 1999, p. 61)

There is a long history in the development of kaupapa Māori education, the most prolific of which has been the movement driven by Māori, for Māori and with Māori – the te kōhanga reo (Māori early childhood education services), Kura Kaupapa Māori (Māori schools) and Wānanga Māori (Māori tertiary providers). The Kaupapa Māori agenda in research wanted the solutions identified and located within Māori cultural aspirations and for recognition that culture and identity count (Bishop and Glynn, 1999). Some research has suggested that when ethnicity and gender are accounted for, socioeconomic status was revealed as having the most dominant effect on underachievement (Nash & Harker, 1992; Nash, 1993; Poata-Smith, 1996; Chapple, Jefferies & Walker, 1997 all cited in Bishop & Glynn, 1999). However, socioeconomic factors and ethnicity seem to intersect in many areas such as a significant proportion of Pasifika and Māori populations being in the low socioeconomic deciles and having poor health and education outcomes.

Spinoffs for Pasifika saw the Pasifika early childhood movement taking off and flourishing where Pasifika communities established these services as ways of maintaining their languages, cultures and values. However, there are no parallel equivalents to the kaupapa Māori model of kura, wharekura and wānanga. The models that the education system could come up with for Pasifika are some Pasifika early childhood education services, a few Pasifika bilingual units in some schools, some Pasifika language classes up to tertiary levels, and Pasifika Private Training Establishments (PTEs).

2.5 The Education Reforms

The education reforms followed the neoliberal administrative and new management practices used in the public sector during the 1980s and 1990s. Comprehensive and fast

moving change[30] across all education sectors were built on several wide-ranging discussions, consultations, theorising and actions that had been in development in the years leading up to the 1980s. These changes moved education administration from central control to local control by parents, schools and tertiary providers, reflecting the changes within the public service. This shift in control from the centre of government (mainly in Wellington) to education services was commonly known as devolution. These shifts were about the system being more conscious and responsive to different communities and students to address efficiency, equity and effectiveness as well as meeting regulations (Butterworth & Butterworth, 1998; Hawke, 2003; Fancy, 2006c).

The late 1980s saw education-wide reviews across the system from early childhood and compulsory education through to post-compulsory and tertiary education. In July 1987, the Picot Taskforce (named after its chair, Brian Picot), was established to consider administrative efficiency in the compulsory school sector. In early 1988 the early childhood area became the focus of the early childhood care and education working party, chaired by Dr Anne Meade – the committee referred to as the Meade Committee. A similar taskforce, the working group on post-compulsory education and training, established in 1988 and chaired by Professor Gary Hawke, reviewed the post-compulsory sector, with this committee referred to as the Hawke Committee.

The results of these reviews became the policy framework for early childhood education, compulsory schooling and post-compulsory education and training. Smelt in Butterworth and Butterworth (1998) referred to these policies' implementation as "when all the lights turned green", because there seemed to be no barrier to stop the reforms. These reforms are discussed below.

2.5.1 "Before Five", the Early Childhood Education and Care Policy

Early childhood education (ECE) is a voluntary sector and ownership of services is vested in governance and management committees, ranging from private through to community

[30] A comprehensive study of political ideology and its effect on education policy and the education system in Aotearoa New Zealand was put together by Mark Olssen, John Codd and Ann Marie O'Neill in their 2004 book *Education Policy: Globalization, Citizenship and Democracy*. They state that the fundamental rationale for school choice traced its origins to the view that rational autonomous individuals can deliberate on options and can make good choices.

ownership. This sector is funded differently from schools, and services set their own fee structure, though there is a high level of government investment and incentives provided to community-owned services to help raise participation and service quality.

The work of the Meade Committee was announced as the new ECE policy in December 1988. The then Minister of Education and Prime Minister, Rt Hon David Lange, released the ECE policy entitled Before Five which set the platform for many of the ECE policies that followed. In the introduction to the Before Five policy, *Our Children are Our Future*, Lange stated that

> Research shows that resources put into early childhood care and education have proven results. Not only do they enhance the individual child's learning, the advantages gained help create success in adult life. Improvements in this sector are an investment in the future. (Ministry of Education, 1988, p. iii)

The Early Childhood Development Unit (ECDU) was established in 1989 to promote the development and provision of high quality, accessible, and culturally appropriate educational and developmental facilities and services for families and young children. ECDU (later known as ECD), was responsible for implementing the Before Five policy and the MOE continued to be responsible for ECE policy development. This separation between ECE policy and implementation continued until 2003 when the ECD was incorporated into the MOE.

The ECE sector maintained its diverse provision and experienced strong growth in policies and operational activities ranging from regulations, curriculum development, professional development, Information and Communications Technology (ICT), teacher education, scholarships, qualifications development, teaching and learning resource development and increases in funding. After many years of development, Te Whaariki, the early childhood curriculum became available to services and was mandated in 1998 for use by ECE services that were licensed and chartered.

Further development in ECE continued, culminating with the launch of the 10-Year Early Childhood Strategic Plan Nga Huarahi Arataki in early September 2002, expected to run through till 2012. Nga Huarahi Arataki presented shared visions between the ECE sector

and the government to increase participation, improve quality and promote collaborative relationships (Ministry of Education, 2002c).

Both the ECE Strategic Plan Ngā Huarahi Arataki and the curriculum Te Whaariki are acknowledged as world leading and further built on the vision for the sector outlined in the Before Five policy. Ngā Huarahi Arataki also included targets on moving the sector into having a qualified workforce with teacher registration and teacher child ratios specified. The strong push for flexibility and greater employment opportunities for parents also saw strong growth in the sector both in participation and quality. However, Pasifika participation in quality ECE continues to be an issue. It has had the lowest rate of participation compared to the rest of the population though it is the fastest growing population in Aotearoa New Zealand. Increases in participation need to reflect the fast growing Pasifika population.

2.5.2 Tomorrow's Schools, Administrative Reforms in the Compulsory Education Sector

The work of the Picot Taskforce resulted in the report on the Review of Educational Administration, The Picot Report (Department of Education, 1988a), which was tabled with the Minister of Education in April 1988 after six weeks of public consultation. The realities of this consultation for Pasifika peoples were expressed by a group of Pasifika staff and students from the Auckland College of Education. They voiced what many Pasifika peoples might have felt about the consultation on the reforms

> that the consultation was not about Pasifika peoples being involved in debating education policy, rather the consultation was about how to implement the policies successfully. Pacific Island communities need to make more significant contributions to the shaping of policy-not just carrying out policy which does not account for the communities' needs and perspectives in education. Time is overdue for demanding … full participation in policy. (Mara, Tuhipa, Falesima & Greenwood, 1996, p. 11)

Confirmed change over dates were announced in August 1988, that

> October 1 1989, was designated as the date for system-wide change in the centre, with 'governance' at school level taken up by the board of trustees of each school from 1 February 1990 on the basis of a 'charter' agreed with the new Ministry of Education. (Rae, 1990, p. 59)

The 1989 Education Act created new administrative systems for both the compulsory and tertiary education sectors through the Tomorrow's Schools and Learning for Life projects (Jesson, 1995; Department of Education, 1988b). The changes saw the creation of a number of Crown Agencies as a result of the devolution of the functions of the Department of Education. Established in 1989, these Crown Agencies included an independent Education Review Office with audit functions, the New Zealand Qualifications Authority responsible for qualifications and assessment, the Career Services responsible for career advice, the Early Childhood Development Unit responsible for early childhood education, Skill New Zealand responsible for post-compulsory and second chance education and the Specialist Education Services responsible for special education. The school advisory functions within the old Department of Education became a part of the colleges of education and universities which set up school support and advisory services. The New Zealand Teachers Council was established on 1 February 2002 with responsibility for teacher standards and quality.

The change from a Department of Education to a Ministry of Education involved restructuring the centre as well as establishing regional offices (called Management Centres at the time), where links between the centre and the regions had to be established. Management Centres had to learn and implement new management practices which were driven from the centre in Wellington, and at the same time continue to provide services to schools and education providers, themselves bedding in the Tomorrow's School's reforms. As far as Management Centres were concerned, the years from 1991 to 1994 were generally a hands-off period, the retreat of the centre following neoliberal ideology, and by 1995 to 1996, Management Centres were becoming the ears, eyes and mouth of the MOE, still directed from the centre (Roddick, 2000).

The Tomorrow's Schools changes were not viewed positively by many, who saw education being treated as business units with the changes driven by central agencies, the Treasury and the State Services Commission, the focus clearly on efficiency. The Picot Taskforce Report (1988) coincided with the passage of the State Sector Act 1988 and the Public Finance Act 1989, both focusing on accountability, transparency, efficiency and effectiveness. Many had hoped that the reforms would give more opportunity for parents to participate in a real and genuine partnership with government (Codd, 1999; McKenzie, 1999).

The changes facilitated local control to create greater efficiencies and give consumers choice but the changes also excluded some communities, such as Māori and Pasifika, making it difficult to achieve a fair and just society. These changes were also continued by successive governments irrespective of political ideology; for example the changes introduced by the Labour government of 1984 to 1990 were continued by the National government of 1991 (Jonathan, 1989 in Olssen, Codd & O'Neill, 2004**;** Codd, 1999; McKenzie, 1999; Ballard, 1999).

> Education is no longer seen as a public good sustaining our culture and society, but just another commodity that can be traded in the market place …. a critical interrogation of current ideas and practices from alternative positions, with a need to respect difference, value diversity and work with complexity and uncertainty … has the potential for developing a more creative and more caring education system and society. (Ballard, 1999, Press Release, University of Otago)

There are structural limits to choice, imposed by the realities of actual political and social contexts.

> Poor people must accept their neighbourhood schools regardless of quality … General equity issues tend to be neglected such that an emphasis on choice will result in a corresponding increase in inequality and consequential social divisions between rich and poor schools and between rich and poor communities. … The critics of choice … argue that choice proposals jeopardise the ability of public schooling to promote equal outcomes and equality of opportunity. (Olssen, Codd, & O'Neill, 2004, p. 204)

School choice created quasi-markets as they aligned themselves to marketisation, while others advocated for ways of limiting the extend to which market forces operated, in order to safeguard their communities interests, such as those of private schooling. Others refer to school choice in the United States becoming the new form of segregation, based on race, income level and previous school experience (Levin, 1989; Jonathan, 1997; Moore & Devonport, 1990, all cited in Olssen, Codd & O'Neill, 2004).

Some parts of the reforms clearly followed neoliberal ideologies and other parts did not because some initiatives were unable to be delegated or deregulated. Delegation of powers to school levels achieved mixed results but devolution of school governance to school boards generally met their desired functions with local decision making closer to students and their school communities. However, other intentions of the reforms were seen to be too

difficult to delegate from the centre including teacher payroll, management of the school property portfolio, school transport, teacher supply and truancy initiatives. The difficulties might be in developing local responses that could be seen to be inconsistent or too difficult to gage from a local level such as potential deficiencies in teacher supply created by population growth or decline.

Criticisms of the reforms were often about the reforms not considering education as a public good but rather that the educational policies tended to "maximise" return on educational investment in economic rather than social terms (Smelt, 1998; Butterworth & Butterworth, 1998; Alvey & Buurman, 2000). Smelt described the instruments of the Tomorrow's Schools reforms as:

- Increased **choice** for parents between schools
- Increased **delegation** of powers to school level and removal or reduction of intermediate levels but with the ability for voluntary combinations
- Increased **voice** for parents within schools, both directly through the board of trustees and indirectly through the threat of exit (or of seeking the creation of a school within a school)
- A move to a **contractual relationship** between schools, the centre and the local community, through the school charter and the activities of ERO. (Smelt, 1998, p. 10)

Parental choice at school level meant that parents had more options in being able to choose their children's schools. This option became so popular that it became known in some areas as "white flight" and then later as "brown flight". The Smithfield Project in the 1990s identified that the biggest winners of school choice were Māori and Pasifika families, who were more likely than Pakeha to choose to send their children to schools outside their neighbourhoods or to adjacent schools. The proportion of Pasifika students attending adjacent schools in 1990 was 18% and increased to 38% by 1995. Pasifika students who attended their neighbourhood schools were from relatively less advantaged families while those attending adjacent schools were more advantaged (LaRocque, 2005b; Olssen, Codd, & O'Neill, 2004).

By the late 1990s this pattern changed. Strict zoning legislation gave less choice to Māori and Pasifika families and their children had to attend their neighbourhood schools. Money, transportation and school enrolment schemes were obstacles for parents selecting schools

for their children, with Māori and Pasifika parents mentioning transport as barriers more than Pakeha. The majority of Pasifika parents were stuck with little choice, reflected in a significant majority of Pasifika students attending decile 1 to 3 schools, located in low socioeconomic areas, home to a significant proportion of Pasifika population. The policies aimed at enhancing "family choice" have done little to substantially improve access to more desirable schools by Māori, Pasifika and low socioeconomic groups (Fiske & Ladd, 2000).

The New Zealand Council of Educational Research (NZCER) took regular surveys of schools and education providers to see how the reforms progressed. It found that a combination of appropriate government support and local initiative, effort such as staff and trustees taking on very high workloads, and, the desire to do well by the children in the school, were the factors that resulted in positive progress. Seven years on, NZCER reported that the:

> School self management did bring in new energy and focus into primary schools. It increased local finances and human resources available to schools. Teachers and principals paid more attention to what they do and why. Many principals and teachers do see positive gains for children. … But there is no evidence that all children have gained equally … what makes the reforms work is a combination of appropriate government support, and local initiative, effort, and desire to do well by the children in the school. (Wylie, 1997a, p. ix)

But schools in low income communities found it hard to find extra resources from parents and schools had to convince parents that they were as good as schools serving more advantaged communities.

Although the centralised system of decades past had smoothly moved to local governance in the Tomorrow's Schools reforms, some features of the reforms did not happen according to the design briefs. These features included funding controls for all schools, later implemented in some schools as direct funding options from government, and, flexibility for public schools to open and close according to their ability to attract students, permitting new schools to open and failing schools to close (Hepburn, 1999).

A key area of the reforms was moving school governance to local communities through school boards of trustees. In terms of Pasifika, participation at school governance levels and support were variable and that minorities' representation on school boards could still be improved (Butterworth & Butterworth, 1998). This comment was supported by Pasifika voices heard during talanoa ako held between 1994 and 1996. The issues Pasifika peoples raised at the time intersected in several areas with the effect of globalisation[31] and market driven economies, neoliberalisation and devolution of the state's responsibilities in the Tomorrow's Schools reforms.

In terms of voice, there was ample evidence that this was working well for the general population, though there were implications for Pasifika communities that may have needed to be further addressed. It was important that Pasifika peoples actively participate as board members because they need to be part of the planning, development and delivery of education services to ensure that services are appropriate and effective for Pasifika students. Some Pasifika educators were hopeful about the reforms only to be disappointed, as Foliaki described:

> I was really supportive about Tomorrow's Schools giving greater power to communities in terms of their schools. I was very much involved in going around to school meetings to explain what that meant to Tongan parents. But I came across a problem which is perhaps specific to Tongans as the most recent migrants. Parents saw the importance of being involved but they didn't have the language skills to take part. It was simply unrealistic to expect Tongan parents to turn up to board meetings. So it was actually a bit sad, because the parents wanted to be involved, but they often didn't have the skills … (Foliaki, cited in Coxon, Anae, et al., 2002b, p. 92)

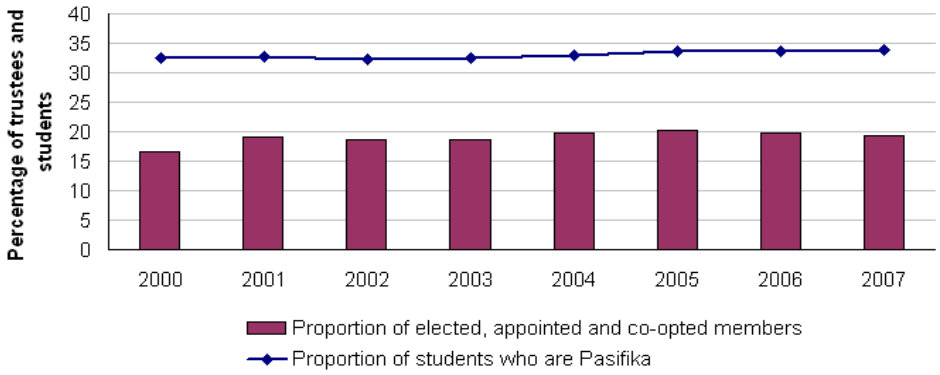
Other barriers identified included the lack of professional skills and expertise, parents not demanding higher expectations of the education system and not asking questions. The MOE and New Zealand School Trustees Association (NZSTA) conducted a stocktake of boards of trustees in July 2008 aimed at better understanding how well the system was working, and to identify whether there were aspects that could be improved. This stocktake

[31] The term is sometimes used to refer specifically to economic globalisation: the integration of national economies into the international economy through trade, foreign investment, capital flows, migration, and the spread of technology. However, globalisation is usually recognised as being driven by a combination of economic, technological, sociocultural, political and biological factors. The term can also refer to the transnational dissemination of ideas, languages, or popular culture.

found that there was a strong commitment to the self-managing model and that there was a need to strengthen the model further. It also found that boards needed to focus more on student achievement but sometimes there were distractions that could prevent a board from this priority. These distractions included focusing around the stuff people felt comfortable in doing such as property, finance and policies (MOE & NZSTA, 2008c).

By 2000, 492 (or 2.3%) of all boards of trustees' members were Pasifika and by 2007, this figure had increased to 654, a 47% increase on 2000. However, this was short of the Pasifika Education Plan's 2006-2010 (Ministry of Education, 2006c) projected target of a shift from 3.1% to 4.2% by the end of 2007. The graphs below show that the proportion of Pasifika board members does not reflect the percentage of Pasifika students in the compulsory schooling system. Encouragingly, analysis of schools with a high number and proportion of Pasifika students provided a more positive picture where in 2006, 19.3% of all board members in these schools were Pasifika. The graph below shows the proportion of elected, appointed, or co-opted boards of trustees' members, by ethnic group and proportion of students who were Pasifika (2000 to 2007). These trends show that the proportion of Pasifika board members and the proportion of Pasifika students are unlikely to converge.

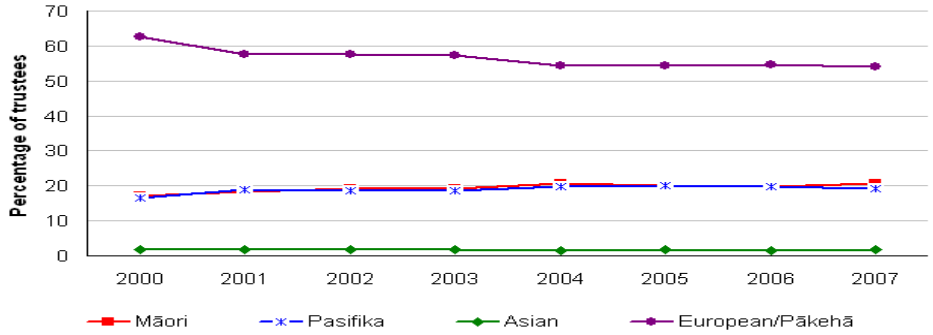
Figure 4: Proportion of Pasifika Board Members and Pasifika Students



Ministry of Education, 2008a, n.p.

Figure 5 below clearly shows that board members are mainly palangi (European/Pakehā).

Figure 5: Proportion of elected, appointed, or co-opted boards of trustees' members, by ethnic group, 2000-2007



Ministry of Education, 2008a.

In terms of voice, there is a long way to go in raising the number of Pasifika board members as well as creating more understanding of Pasifika issues by all board members, which is important. The 1994–1996 talanoa ako series brought out Pasifika voices that commented on the effect of the Tomorrow's Schools policy. At the beginning of Tomorrow's Schools, several Pasifika peoples said that this would be a good move in giving local communities more say in the running of schools and they felt they would be empowered by this change. However, by the time of the talanoa ako series of 1994–1996, people were making several comments about school boards, such as not many schools had Pasifika parents on their boards. If Pasifika parents were on school boards, there would be a need for more effective training available for them as well as training for all board members to help them understand Pasifika contexts and cultural values. Alongside training, Pasifika board members needed support and in many cases mentoring to help them perform their functions well. Other issues raised included the timing, intensity and targeting of board election campaigns to meet the needs of Pasifika communities.

This feedback resulted in the MOE creating a board focus in Ko e Ako 'a e Kakai Pasifika released in 1996. Some improvement was made though this was not enough. In the 2001 board of trustee elections, Pasifika peoples made up 5% of candidates and 3% of those were elected as parent trustees. There were approximately 78 Pasifika students to every Pasifika trustee, compared with approximately 27 European/Pakeha students to every European/Pakeha trustee. Further interrogation of these results questioned why trends like these persisted and whether not enough Pasifika parents were interested in school

governance. Other questions could be raised about the effectiveness of election campaigns and their ability to attract Pasifika peoples or whether there might be other barriers that needed to be addressed.

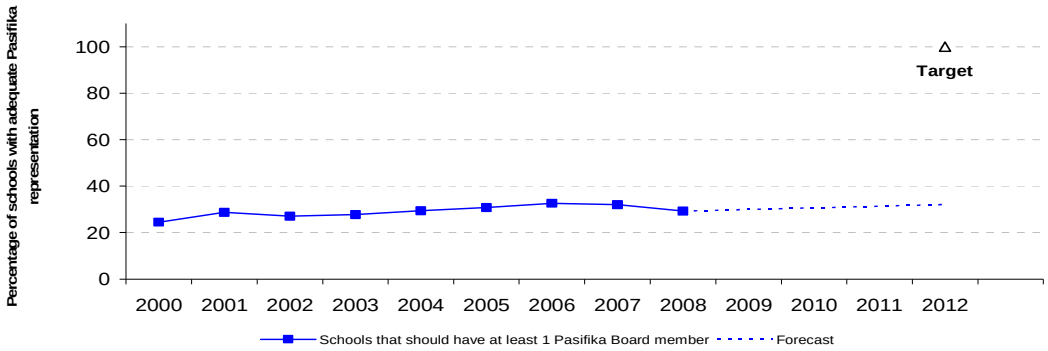
To begin to address some of the above questions, Pasifika peoples may need to consider strategies to adopt in future board elections. These strategies might include considering when it is more strategic to collaborate and coordinate together as a whole of Pasifika approach, and, when it might be more important to go into specific ethnic and cultural groupings. For example in the late 1990s it was a surprise to the PMP to find that some schools with significant proportions of Pasifika students ended up with nil or few Pasifika members on the board after the elections. Probing these questions further surmises that this result might have been due to Pasifika peoples being novices in this area and not successfully exercising their democratic rights at the elections and it was uncertain whether Pasifika parents and communities actually voted[32].

Some schools fielded several candidates from the same Pasifika ethnic and cultural group. For example within one school, Tongan parents fielded three candidates, the Samoan parents fielded five, Niueans fielded another three, Tokelauan and Fijian one each. This resulted in splitting the Pasifika vote, effectively cancelling each other out and giving non-Pasifika communities more chances of voting their candidates in. This might call for more of the Pasifika communities to partner and collaborate rather than push for ethnic representation. This is often an area that is not always considered by Pasifika communities. Another important factor to consider is whether Pasifika communities do vote in the board elections. There is no available information to suggest otherwise, but if voting is not exercised then Pasifika representations might continue to be low.

Figure 6 below shows the current status of Pasifika board representation, and that there is a long way to go towards achieving the Pasifika education plan's targets, which are forecast not to be met.

[32] Postal voting is used for board elections. This might not be the most effective voting methods for Pasifika parents.

Figure 6: Schools Which have Adequate Pasifika Representation on their Board of Trustees (2000-2008)



Ministry of Education 2009g.

Experiences of previous Pasifika board members might have been useful to tap into so that Pasifika peoples standing for board elections have a good idea of what to expect, both positive and negative experiences, workload, language and understanding of school issues, and whether Pasifika board members' views were seriously considered by other board members. More training might be needed to optimise participation and engagement on board business. As Foliaki explained earlier, language issues might be affecting the ability to operate successfully as a board member. Pasifika board members might have difficulty in dealing with human resource issues such as principal selection, appointment processes and performance review cycles. The principal is the school leader and Pasifika board members might find it difficult to review the performance of such a leader. There might also be issues to do with the election processes themselves, whether the time given is adequate for facilitating the best Pasifika candidates to put their names forward.

On the other hand, several Pasifika parents have been very successful as members and chairs of boards, some for several years. It would be good for others to find out what the successful elements of board elections and memberships might have been and to see if these could be replicated in other areas. The following narrative further expands on these issues and provides possible solutions, showing that where there was commitment and responsibility, Pasifika board representation could increase. That made a difference in the Kelston cluster of schools, where they worked together to increase Pasifika representation on their school boards.

2.5.2.1 Narrative Three: Pasifika Advisory Group's Strategy for Increasing Pasifika Board Representation

The MOE's Pasifika Advisory Group (PAG) developed a strategy for increasing the number of Pasifika board representatives in the 2004 elections to support achieving the plan's targets. The PAG's plan is included in the narrative below. Also included in the narrative is an example of active planning by a cluster of schools to increase the number of Pasifika board members.

NARRATIVE 3: Pasifika Advisory Group's strategy for increasing Pasifika membership on school boards

The Pasifika Advisory Group (PAG) met in September 2003 to develop a strategy to increase Pasifika participation, both as candidates and voters in the 2004 Board of Trustee Elections. The outcome was to double the number of Pasifika trustees.

The strategy was to network with as many groups and agencies as possible to spread the message 'stand and be counted for our children' far and wide. Firstly, it was important to know the data on both schools with Pasifika trustees and schools with Pasifika students on the roll. This helped to get a clearer picture of schools that may need further targeting and to begin to put together a list of names of people who are prepared to put themselves forward. To enable getter engagement on boards, training for prospective Pasifika trustees, current board members as well as all boards was important to help improve the effectiveness of Pasifika voices as well as create whole board understanding of Pasifika issues.

Part of the strategy was to help mobilise the Pasifika community through:

- provision of information and attendance at key events such as Spacifically Pacific and Pasifika Fest expos, SPECE Fono, Pasifika Trustee meetings, Face 2 Face Teacher meetings, Community Reference Group meetings, Regional Advisory Groups, Pasifika teachers' organisations, parents, networks and churches;
- using of other communications strategies such as campaigns, placement of stories and profiles of existing Pasifika trustees through print media, radio and television;
- inviting Pasifika trustees to act as spokes people and for profile stories;
- providing information on nomination, voting and how to vote strategically as a community;
- Pasifika languages to be used in both the Candidates Guide and the promotion flyers;
- clear and concise promotional information, covering board roles and responsibilities, emphasise the availability of support and training for new and existing trustees; and,
- working with MOE projects such as the Pacific Islands School Community Parent Liaison project to promote board elections.

Kelston Pasifika School Community Liaison Project

This project provides an example of active planning and following through.

The Kelston Project included the Kelston Primary School, Kelston Intermediate School, Kelston Boys High School, Kelston Girls High School and the Kelston Deaf Education Centre. The cluster decided to focus on the school board elections during 2003. The Project's Pasifika Liaison Coordinator established individual Pasifika Parent Teacher Associations for Samoan, Tongan and Niue communities within the cluster and promoted the elections to their communities and schools. As a result each of the schools ended up with at least two Pasifika members on their schools' boards either elected or co-opted. This was seen as a huge success compared to previous elections.

International research showed that school boards are important. Research from the United States by the Iowa Association of School Boards found that school boards do matter in raising high achievement for all students. Dr Mary Delagardelle, in her presentation to the New Zealand School Trustees Association annual conference in Auckland, 3–5 July, 2009, identified the key areas they found to be particularly important for boards. These included strong leadership; consistent communications; urgency in acting to turn achievement around; the celebration of successes (because success breeds success); the balance between applying pressure and providing support; the power of policy tools for guiding decisions and actions; the importance of alignment (that is consistent and coherent); and, the power of passion – of collective moral purpose (Delagardelle, 2009).

The Aotearoa New Zealand School Trustees Association (NZSTA) has now been in place since 1989 with the introduction of Tomorrow's Schools. Its first decade was mainly focused on the stuff boards felt comfortable with doing such as property, finance, and policies. The second decade saw a significant change in focus with the introduction of the Standards Act and planning and reporting became a focus. NZSTA is now deliberately raising its focus on student achievement as reflected in the theme for its 2009 Conference, "No excuses, no exceptions, high expectations" (Kerr, 2010).

Delagardelle (2009) identified emerging understandings of the roles boards need to focus on to improve student achievement. These were:

- Frequent monitoring of student learning is critical to improving teaching and learning
- Formative and summative (as well as up-close and distant) assessments of student learning are critical for monitoring progress. (p. 2)

The findings also showed that

- In order to change outcomes for students, we must improve the knowledge and skills of the educators
- School districts must focus major attention on improving professional practices in the classroom through high quality professional development
- Collaboration among adults is necessary for substantially improving student learning
- Student achievement barriers, such as poverty and lack of family support, can be overcome by quality teaching. (Delagardelle, 2007, p. 3)

Continuing the discourse on "voice" as a key driver of the Tomorrow's Schools changes, other significant voices were also heard regarding the reforms, in particular, academic and education research voices. A conference held in 1999, entitled "A Decade of Reform in New Zealand Education: Where to Now?", provided insights into the reforms and its results to that date. More than 150 educators met to see what the research evidence was saying about the Tomorrow's Schools reforms and to assess how the changes had gone. John Codd's overview of the conference in the New Zealand Education Review of June 1999 gave the overall impression that the reforms had not worked, in fact none of the papers presented at conference showed any improvements. The presentations were drawn together by Codd as:

- participation and partnership became competition and consumer sovereignty
- the intended democratisation of education resulted in marketisation and increasing privatisation
- there are tensions between local democracy and centralised control
- schools have become independent self managing units competing with each other for staff and resources
- policy makers vision of education not widely shared by professional educators
- widening gap between the political vision and the professional vision for education
- the market model has been imposed on New Zealanders, "the market way is not the New Zealand Way"
- intrinsic education purposes … disregarded and education policy has become an arena for overt political and ideological struggle
- managerial culture within education institutions … emphasis on efficiency and external accountability competing with traditional professional culture
- the national curriculum framework is a curriculum for social control, narrow content to conform to pre-determined objectives. (Codd, 1999, p. 8)

Years later, a Post Primary Teachers Association (PPTA) paper Tomorrow's Schools: Yesterday's Mistake? presented at the PPTA conference in Wellington in 2008, stated that the PPTA's support for the reforms were at best muted and had warned that the reforms would result in standards falling with marked differences between 'poor' provinces and 'wealthy' provinces. Twenty years on, it seemed that those concerns were justified (PPTA, 2008).

The paper went on to recommend that a review of the Tomorrow's Schools reforms should be made because in the PPTA's view there were many failures in the system, to which the School Trustees Association responded as follows.

> What we have here is a paper which places some 2450 boards of trustees as the scapegoats for everything PPTA sees as being wrong with New Zealand education. … It is useful to remember that pre-1989, we had an education system that was over centralised, overly complex, without effective management, and lacking in the necessary information people need to make good choices at various points in the system. (NZSTA, 2008, n.p.)

Almost 20 years on, Caldwell (2005) suggested that it was time to have another look at the self managing model, reasoning that what had been achieved over the past 20 years had been based on classroom and school-wide reforms. What was needed now, Caldwell suggested, was for the self-management model to be focused on the *"student being the self in the model"* (p. 1).

Several challenges needed to be addressed in revisiting the model; the first of which was the need to focus on personalising[33] learning to fit individual students. Personalising learning was expected to address the results of underachievement seen in successive Trends in International Mathematics and Science Study (TIMMS) and Programme for International Student Assessment (PISA)[34] reports. These reports showed that Aotearoa New Zealand results have significant disparities in achievement between boys and girls, indigenous and other students, rural and urban, and, low and high socioeconomic settings.

Other reasons for revisiting the model included the need to modernise school design to meet the implications of a broadening curriculum, increasing importance of ICT, schools as learning organisations changing and transforming themselves based on evidence of student progress. Schools now needed to be working together with others in synergy, maximising collaboration and managing an array of partnerships successfully, sometimes including public–private partnerships. The next challenge is focusing on the nature of pedagogical and curriculum change and how *"informed professionalism"* can be achieved, and, the need to have students at its centre (Caldwell, 2005, p. 2).

Putting students at the centre might be the most significant development in any rethinking of the self-managing model, more importantly the author suggests putting Pasifika students

[33] While personalising learning started in Britain, it was taking a hold in Aotearoa New Zealand and other parts of the world including United States, Canada, Western Europe, Santiago, Istanbul and Prague (Caldwell, 2005, p3).
[34] These international surveys are explained in footnote 11 above.

at the centre. There is evidence available including those reported in the iterative Best Evidence Synthesis programme that identified several successful initiatives that put students at the centre of pedagogy and epistemology. The Best Evidences Synthesis (BES)[35] programme identified what research and evaluation evidence showed to be the key influencers on educational achievement. Cobb, in the foreword on the Effective Pedagogy in Mathematics/Pangarau Best Evidence Synthesis, noted that transparency, evidence and emphasis on methodological and theoretical pluralism, the BES' focus on explanatory power and coherence of theories, and, its explicit attention to issues of language and culture are important.

> BES programme uses categories such as socioeconomic status, ethnicity, and culture as key variables in assessing efforts to achieve equity. However, it avoids stereotyping children of particular racial, ethnic, or language groups by acknowledging the complexity of individual identity when explaining inequities in children's learning opportunities … programme emphasises ecological models of learning that link what is happening in classrooms both to the institutional contexts in which classrooms are located and to issues of race, culture, and language. (Anthony & Walsaw, 2006, pp. viii–ix)

To get the education system working better, to be responsive and to improve education achievement, the MOE has developed a number of education strategies that have been released since 2000. First was the Pasifika Education Plan (released in April, 2001) mainly because the MOE had done a lot of this development during the 1994–1996 period, resulting in the release of Ko e Ako 'a e Kakai Pasifika at the end of 1996 (Ministry of Education, 1996a) and a monitoring report on this plan released in 1998 (Ministry of Education, 1998b). This was followed by the Early Childhood Strategic Plan (September 2002), the Tertiary Education Strategy (May, 2002), the Schooling Strategy (February, 2005), the International Education Agenda (August, 2007), and the New Zealand Curriculum (November, 2007).

[35] Eight Best Evidence Syntheses have been published including School Leadership and Student Outcomes, Robinson, Hohepa & Lloyd; Social Sciences Tikanga a Iwi, Aitken & Sinnema; Teacher Professional Learning and Development, Timperley et al.; Effective Pedagogy in Mathematics/Pangarau, Anthony & Walshaw; Professional Development in Early Childhood Settings, Mitchell & Cubey; Community and Family Influences on Children's Achievement, Biddulph, Biddulf and Biddulf; Quality Teaching: Early Foundations, Farquhar; and, Quality Teaching for Diverse Students in Schooling, Alton-Lee (Ministry of Education, Education Counts Website).

2.5.2.2 The New Zealand Curriculum

Curriculum in the compulsory school sector, seen as world leading, has centrally developed guidelines and prescriptions with significant opportunities for local leadership and content. The same happened in the qualifications area where the National Qualifications Framework sets national standards to be achieved at different levels with opportunities for schools to offer international standards and matriculation to their students as appropriate.

Curriculum development for the compulsory schooling area was done within the old Education Department by the Curriculum Development Unit (CDU). From 1961 to 1981, the New Zealand Curriculum was specified in English and more than half a dozen syllabi and guidelines covering different year levels. Implementation was monitored by the Department's Inspectorate and a Teachers' Advisory section which also provided training and advice to make sure that teachers' curriculum knowledge continued to be updated.

In the mid-1980s, the Department of Education started working on a common curriculum. The same period saw feminist, Māori and environmentalist voices gaining prominence and importance, pushing for more appropriate curricula. Māori wanted education to represent their culture, language and knowledge and feminist groups sought non-sexist curricula. Pressure for curriculum changes in content, pedagogy, assessment methods and resources continued unabated until a snap election in 1984 and the resulting Labour government had the Hon Russell Marshall as the new Minister of Education. He immediately set up a review of the curriculum, moved the university entrance examination to Form 7 and increased the role of school-based assessment.

Curriculum development resumed in 1991 under the "Achievement Initiative" policy and from 1993 under the umbrella of the New Zealand Curriculum Framework (NZCF) and Te Anga Marautanga o Aotearoa, and curriculum statements gradually replaced syllabi (Ministry of Education, 2002a). Responding to widespread concerns about the pace and scale of change, the government in 1996 suspended the development and implementation of new curriculum statements. A two-year timeline was announced in July 1997 from when a statement was published to its mandatory application in schools, giving schools ample time to prepare for implementation. Alongside curriculum changes were rapid changes in senior

secondary standards-based assessments, beginning from 2001 when assessment standards were to be developed, promulgated and implemented. Between 2000 and 2002, a curriculum stocktake was undertaken to seek quality assurance for the New Zealand Curriculum Framework, a higher likelihood of its effective implementation and improved outcomes for students, and, agreed direction and process for the ongoing development of the NZCF in both English-medium and Māori-medium education (Spence, 2004).

The MOE released the curriculum stocktake report in 2002. Fourteen curriculum statements were published and implemented by 2004 including mathematics, science, English, technology, social studies, health and physical education, the arts, pangarau (mathematics), putaiao (science), te reo Māori (Māori language), hangarau (technoloty), tikanga a iwi (social studies), nga toi (the arts), and hauora (health and physical education). Curriculum statements for languages other than English and Māori were also published, and, included the Samoan language statement *Ta'iala Mo le Gagana Samoa,* published in 1996.

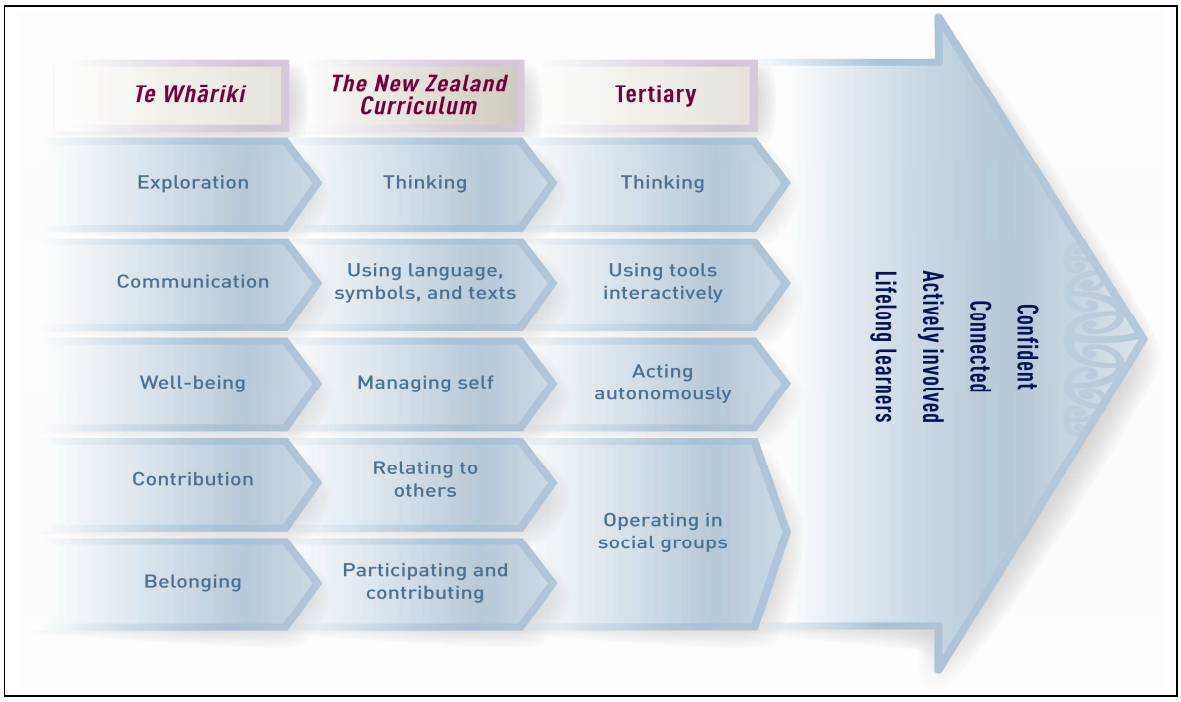
Curriculum revision continued and the revised New Zealand curriculum released in 2008 replaced the essential skills of previous curricula, having at its core the key competencies of thinking; using language, symbols and texts; managing oneself; relating to others; and participating and contributing. Unlike skills, competencies focus on all the requirements of a task, including what needs to be known and to be done.

Competencies

- include the skills, knowledge, attitudes and values needed to meet the demands of the task;
- are performance-based and manifested in the actions of an individual in a particular context; and
- Key competencies are defined as those competencies needed by everyone across a variety of different life contexts to meet important demands and challenges (Brewerton, 2004 cited in Hipkins, 2006, p. 2)

The key competencies are shown in the figure below with Te Whāriki, the curriculum for early childhood education and the New Zealand Curriculum for the compulsory school sector showing how the competencies that were developed in early learning are built on as the learner progresses along their education, from one level to the next.

Figure 7: The Key Competencies



Ministry of Education, 2007a, p. 42.

Curriculum discourses are continuing internationally as well, to make sure that the curriculum is always relevant and current. Townsend (2007) proposed that the curriculum should spend at least 50% focusing on human skills common to people no matter where they live (this he called the global curriculum), 20% on what is unique to being American, Australian, Aotearoa New Zealanders or what is relevant to a nation (the national curriculum), and 30% of the time focusing on specific content important at the time and helping people to be employable (content curriculum). This differentiation might make it easier to avoid wholesale curriculum reviews all the time. The global curriculum hardly needs reviewing, the national curriculum could be reviewed once in a while and the content curriculum reviewed more regularly.

> If we are concerned about helping students to learn then there are three main concerns for educators. The first is having an appropriate curriculum for a rapidly changing world, to ensure that it is relevant to both the student and society, the second is to engage every student in the curriculum as without engagement, little is learned and the third is to enable the student to build a positive relationship to learning … so that they can become a lifelong learner … It is possible to achieve both "high excellence" (when all students maximise their potential to learn) and high equity (when environmental circumstances do not detract from any child maximising their potential) … we need to consider ways of educating the …

> community towards sustainable peace, social justice, economic prosperity and environmental stability. (Townsend, 2007, p. 961)

While the curriculum is necessary and important, tailoring it to meet students' needs is also important. Research was increasingly showing the significant effect of effective teaching, engaging families and communities and their effect on student learning. This required refocusing and building on several fronts including moving from agencies operating independently to being interdependent, personalising and tailoring services.

> Tailoring is more about successfully adapting in different ways, policies, practices, and systems to better suit different students … involves much more evidence-based ways of working to increase learning … requires rich exchanges of information across the system through greater sharing of professional, home and cultural experiences and knowledge … and the quality of relationships and common outcomes … [and concluded] students should be placed at the centre of all policy, practice and dialogue … requiring the education system to re-orient itself some 180 degrees ... system as a whole to take greater responsibility to adjust its practices to the realities of many diverse students. To do this, substantial shifts are needed in thinking, policy, professional practice and relationships. (Fancy, 2006c, pp. 26–29)

2.5.2.3 The Qualifications Framework

The 1980s saw a series of reports identifying the need to reform education and training in Aotearoa New Zealand to improve competitiveness in global markets, to create a modern education system that would encourage lifelong learning, and to increase skill levels in the labour force. The National Qualifications Framework (NQF) was seen as a key initiative to respond to the need to develop human resources.

Since 1990, the New Zealand Qualifications Authority (NZQA) has been responsible for overseeing the development and implementation of a national qualifications system in Aotearoa New Zealand. It did this in consultation with other educational organisations within Aotearoa New Zealand and in the international context within which qualifications systems must operate. The NQF was designed to achieve a range of interlinked objectives discussed by Sir Neil Waters (NZQA Board Chair) in a paper entitled "The Vision for the National Qualifications Framework" (July 1996). The NQF was to:

- create a single, co-ordinated framework of qualifications;
- provide a consistent basis for the recognition of educational achievement wherever that achievement occurs;
- extend recognition to a wide range of achievements;
- encourage the integration of 'academic skills' with applied skills, and to bring together theory and practice;
- enable and encourage diversity among providers of education and training, and to recognise academic freedom;
- reform assessment practices in education and training;
- raise progressively the standards of educational achievement;
- shift the practice of teaching to student-centred learning;
- provide quality assurance for qualifications;
- enable qualifications to evolve and develop;
- recognise the principles of the Treaty of Waitangi;
- provide a rational system of nomenclature for qualifications;
- provide a system of credit accumulation and transfer;
- enable qualifications that are flexible;
- encourage a wider range of educational settings; and
- provide incentives to increase individual and collective investment in education and training. (New Zealand Qualifications Authority, 2005, p. 6)

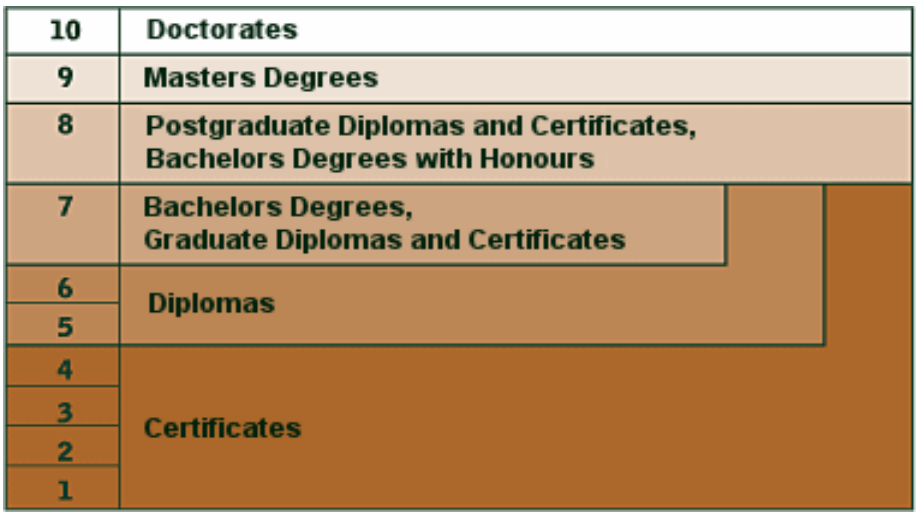
At the senior secondary school level the National Certificate of Educational Achievement (NCEA) is available at Levels 1, 2 and 3, and the credits needed for achievement are shown in Table 3.

Table 3: National Certificate of Educational Achievement

Level 1	Level 2	Level 3
80 credits ❖ 8 credits in literacy ❖ 8 credits in numeracy	❖ 60 credits at level 2 or above ❖ 20 credits from any level	❖ 60 credits at level 3 or above ❖ 20 credits from level 2 or above

National standards are made up of unit standards and achievement standards which describes what a "learner needs to know or what they must be able to achieve" in order to meet the standard. NQF standards are developed, through recognised national Standards Setting Bodies, by experts in their fields and are quality assured by NZQA and registered on the NQF. The titles of the qualifications and their levels on the NQF are shown in Figure 8 below.

Figure 8: Qualification Titles and Levels



New Zealand Qualifications Authority, 2005, p. 7

These qualifications are delivered by different providers across the system including universities, institutes of technology and polytechnics (ITPs), private training establishments (PTEs), industry training organisations (ITOs) and wānanga. Higher, degree-level education is mainly offered at universities, vocational degree level education is offered at ITPs, wānanga and a few larger PTEs. PTEs' programmes are mostly in specific vocational niches.

2.5.3. Post-Compulsory Education and Training, Learning for Life

The late 1980s and 1990s also saw significant changes within the post-compulsory education and tertiary sector with more market-based policies resulting in more demand-driven systems of public subsidies to institutions alongside increased private contributions. This was a move away from an almost free tertiary education system with universal student allowances, to a situation where student fees were charged, student allowances highly targeted by income, and student loans widely used. Increasingly since the 1980s, tertiary education has had a role in improving the economic situation and fulfilling a need to become competitive internationally. This role has seen tertiary education continuing to grow a knowledge economy[36] in Aotearoa New Zealand, to provide tertiary education to a

[36] The Knowledge Economy was first introduced in 1966 in the book *The Effective Executive* by Peter Drucker, which described the difference between the manual worker and the knowledge worker. The manual worker is one who works with his hands and produces goods or services. In contrast, a knowledge worker works with their head not hands, and

higher proportion of the population. These have continued to be at the forefront of discussions and debates regardless of political party, philosophy or policy approach.

The reforms firstly concentrated on administrative matters,[37] mainly to fix a system that was expensive, inefficient, unresponsive to community needs, and top-heavy with administrators. This was later followed by Lockwood Smith's vision of an integrated or "seamless" education system, extending from the senior secondary schools to the highest postgraduate qualifications. The NQF's introduction provided a uniform system of recognising learning in compulsory and post-compulsory settings.

Overall, tertiary participation between 1991 and 1997 increased by 30%, with the number of Māori students increasing by 106% and Pasifika students increasing by 116%. However, most of this Pasifika growth was in second chance education and training, youth training and training opportunities programmes. The late 1990s saw new initiatives being introduced such as Modern Apprenticeships and Gateway programmes aimed at encouraging opportunities for collaboration at senior secondary, tertiary and work.

However, the gaps between Māori and Pasifika participation in these programmes and higher tertiary study and the rest of the population were still significantly wide. Changing labour market conditions and students staying on longer in secondary education contributed to shifting emphasis in tertiary education. Declining job opportunities in the "blue collar" job sector meant that people who might have been employed in that sector were now finding it unlikely to secure jobs. They needed to acquire qualifications to be competitive in the "white collar" job market such as in business and finance.

The Labour government elected in 1999 was concerned about the costs of tertiary education and quickly reduced costs to all students through interest-free loans; however, the competitive market model continued. In the paper "Tertiary Education Policy in New Zealand", McLaughlin (2003) showed these changes more clearly up to 2003:

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produce ideas, knowledge, and information.

[37] These were driven by the Picot, Mead and Hawke reports across all sectors of education.

- Before the mid-1980s: an elite system with relatively low participation rates.
- Mid-to late-1980s: moving towards more participation through more competition, with the shift financed, in part, by increased private contributions.
- 1990-1999: a further move to a competitive market-based model emphasising increased participation, student choice and private returns to tertiary education.
- 2000 to present: continued emphasis on a competitive market-based model while deciding to move to more central steering to support the country's economic and social development. (McLaughlin, 2003, p. 16)

Structural change in the tertiary sector has continued with rationalisation and mergers between universities and colleges of education, polytechnics becoming universities or institutes of technology, and the strengthening of wānanga. The Tertiary Education Commission (TEC) incorporated Skill New Zealand when it was disestablished in January 2003, and incorporated operational funding divisions from the MOE. Strategic tertiary policy functions remained with the MOE. Tertiary institutions were required to engage with their communities to make sure that their services continued to be relevant and responsive. A report on the quantity and quality of engagement between stakeholder groups and tertiary education providers showed ineffective engagement between communities and tertiary providers.

> The most frequently mentioned barrier to engagement was institutional inertia, with slow or inflexible response to rapidly changing needs … TEPs engaged with the stakeholders not because of a genuine desire to work together for a common goal, but rather to appear to fulfil their Charter and Profiles obligations. (Paterson et al., 2006, p. p. 49-53)

Pasifika responses gathered by the above report suggested that a conduit or formalised Pasifika community organisation may be needed to broker engagement with tertiary education organisations (TEOs). This suggested that Pasifika voices were either not deliberately being sought during the engagement or that there were barriers against those voices being heard. While the engagement and stakeholder functions of the TEC were disestablished in late 2008, the onus on engagement continued to sit with providers.

2.6 Pasifika Population Contexts in Aotearoa New Zealand

This section provides a brief profile of the Pasifika population in Aotearoa New Zealand. The Pasifika population is fast growing, young, diverse and complex. The 1991 census showed that there were 167,070 Pasifika peoples living in Aotearoa New Zealand and this has grown over the last three censuses, shown in the table below.

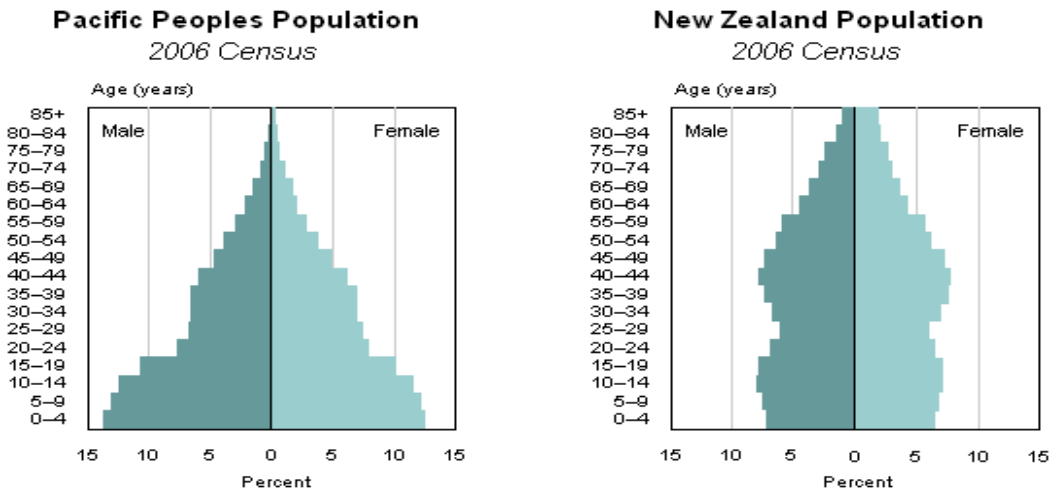
Table 4: Pasifika Population from the 1996, 2001 and 2006 Censes

1996 Total population 202,233	2001 Total population 231,801	2006 Total population 265,974
• 49% were Samoan (101,754) • 22.6% Cook Island Mäori (47,016) • 17.5% Tongan (31,392) • 8.6% Niuean (18,474) • 3% Fijian (7,698) • 2.6% Tokelauan (4,917) • 0.8% Tuvaluan (879)	• 49 percent Samoans (115,017) • 22% Cook Island Maori (52,569) • 19% Tongans (40,716) • 8 % Niueans (20,148) • 4% Fijians (7,041) • 4 3% Tokelauans (6,204) • 1% Tuvaluan (1,965)	• 49% Samoans, (131,103) • 22% Cook Island Maori 58,011 • 19% Tongans (50,478) • 8% Niueans (22,476) • 4% Fijians (9,864) • 3% Tokelauans (6,819) • 1% Tuvaluans (2,628)

Statistics New Zealand, 2006

Samoans make up the largest proportion of the Pasifika population, the smallest being the Tuvaluan population. The Tongan population is the fastest growing and the majority of the Cook Islands, Tokelauan and Niuean populations are now living mainly in Aotearoa New Zealand. The Pasifika population has a median age of 21 years compared to the median age for the total Aotearoa New Zealand population of 35 years. The Cook Islands, Tongan and Tokelauan populations were the youngest groups, with a median age of 19. The Fijian population was the oldest of the Pasifika groups in Aotearoa New Zealand with a median age of 24 in 2001. The pyramids below show the population distribution from the 2006 census.

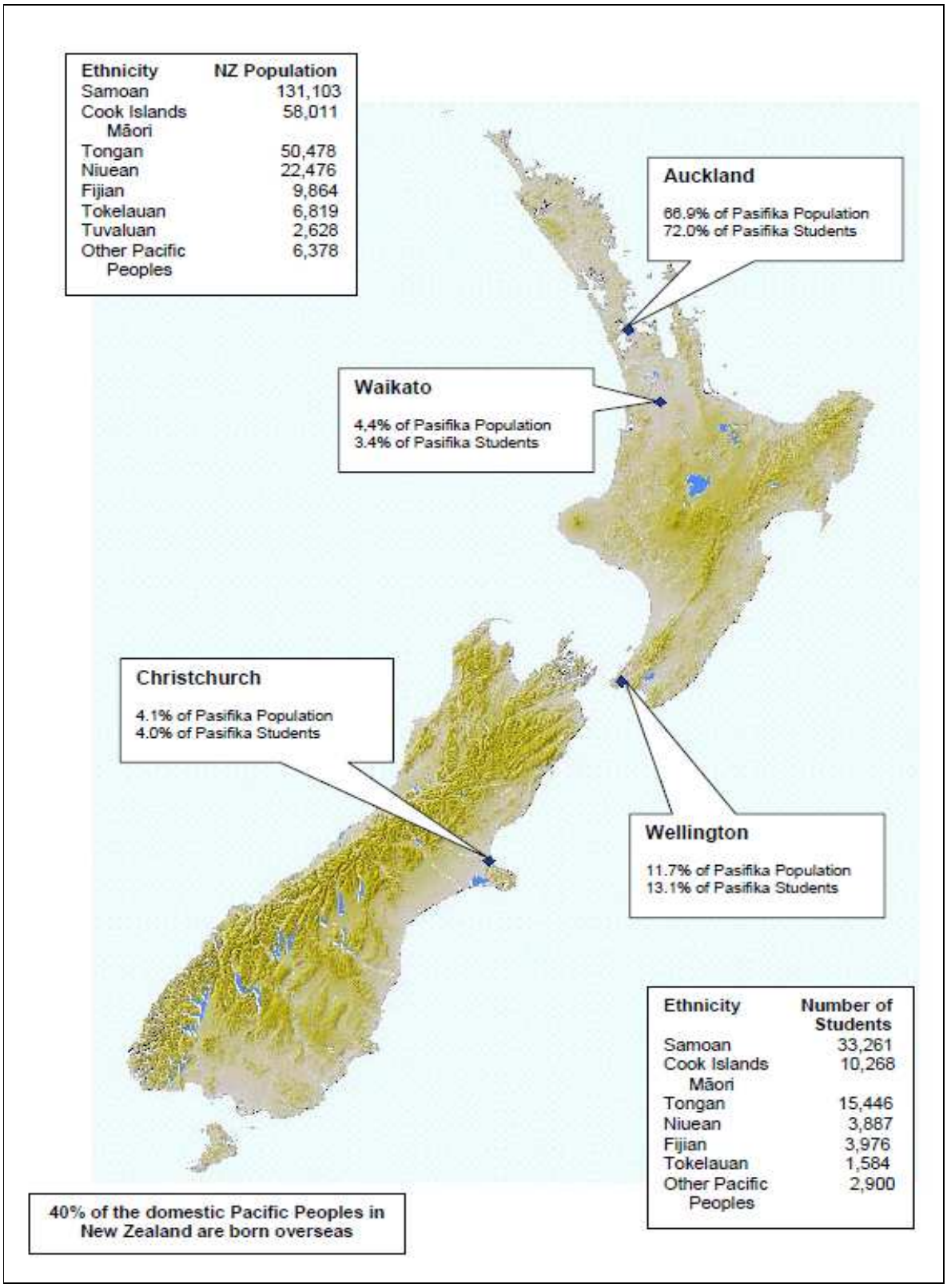
Figure 9: Population Distribution by Age



Statistics New Zealand, in Ministry of Education, 2009i, p. 9

The 2006 census showed that 98% of the Pasifika population was urbanised with 92% living in the 24 main urban areas with three-quarters of the Pasifika population living in the Auckland urban areas alone. This is well over twice the proportion of the total Aotearoa New Zealand population who lived in Auckland. By territorial local authority, Manukau has the largest number of Pasifika peoples, with one in three people in Manukau being Pasifika. Tongans and Niueans have the greatest concentration in Auckland with Manukau city home to Tongan (36%), Samoan (34%), Niuean (34%) and Cook Islands Maori (33%). Twenty percent of Fijians lived in Auckland City and Tuvaluans were most likely to live in Waitakere City (58%). The majority of Tokelauans (53%) live in the Wellington region with nearly one in three in Porirua City. Auckland becoming a super city may have implications for keeping a super city overview with detailed population distributions within it. The map below shows regional clustering of the Pasifika population across Aotearoa New Zealand.

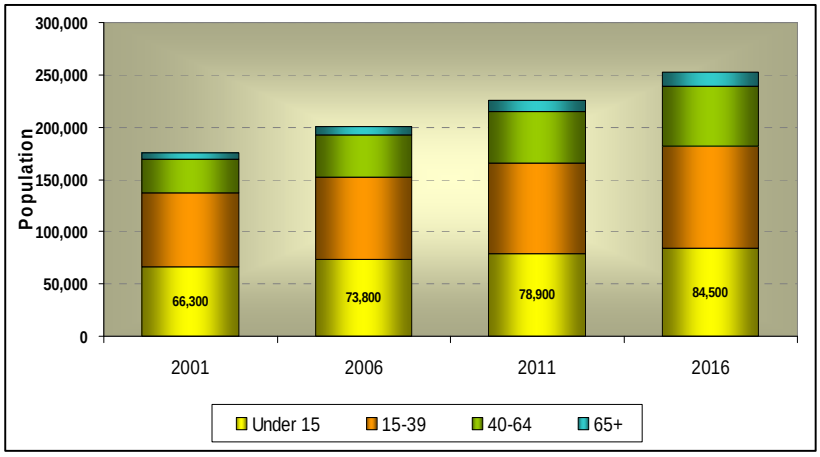
Figure 10: Pasifika Populations Distributions Across the Regions



Ministry of Education, 2009h, p. 10

A look at the Pasifika population projections for Auckland is important as that is where the majority of the Pasifika population is located and therefore education needs to work well there. The graph below shows the proportions of the Pasifika population in different age groups. Worth noting is the proportion of the population that is under 15 and will be involved in the compulsory education sector. A significant proportion of the 15–39 age groups might still be involved in education in 2016 because Pasifika students tend stay on at school up to Year 13 (around age 16/17 years) and Pasifika peoples have tended to be older when they participate in tertiary education.

Figure 11: Pasifika Population Projections by age Cohort for the Auckland Region, 2001–2016



Ministry of Education, 2004c

Other key facts drawn from the 2006 census include:

- Over half …. were born in New Zealand.
- Half … in the seven largest groups speak their own language but Cook Islands Maori were least likely to speak their own language, …and only about one in four New Zealand-born Tokelauans spoke their own language.
- Catholic is now the most common religious affiliation … 83 percent … stated that they had at least one religion, which was higher than for New Zealand overall (61 percent). 34,833 Pacific peoples had no religion…. increased from 12 percent in 2001. Pacific peoples with no religion were mostly New Zealand-born (about nine out of 10), concentrated in the younger age groups. Half of Pacific peoples with no religion were aged under15 years.
- Increase in Pacific peoples with a post-school qualification. In 2006, 22 percent of Pacific peoples aged 15 years and over had a post-school qualification, up from 17 percent in 2001. Pacific women were more likely to have formal qualifications than Pacific men.

- Sixty-five percent of adults (people aged 15 years and over) of Pacific ethnicity were in the labour force in 2006 (107,613 people). Men (71%) were more likely to be in the labour force than women (59%).
- The median annual income for adults (people aged 15 years and over) of Pacific ethnicity was $20,500 in 2006 compared to $14,800 in 2001 but this was lower than the median annual income for New Zealand overall ($24,400). (Statistics New Zealand, 2006, n.p.)

2.7 Pasifika Education Trends

Key facts drawn from the Pasifika population profiles above are important to remember while reviewing national Pasifika education trends. These include the differences between population growth rates across different Pasifika ethnic populations, the fact that the majority of Pasifika students are located in the Auckland region with large numbers concentrated in particular areas such as Counties Manukau; and that over half of Pasifika students are in decile 1, 2 and 3 schools.

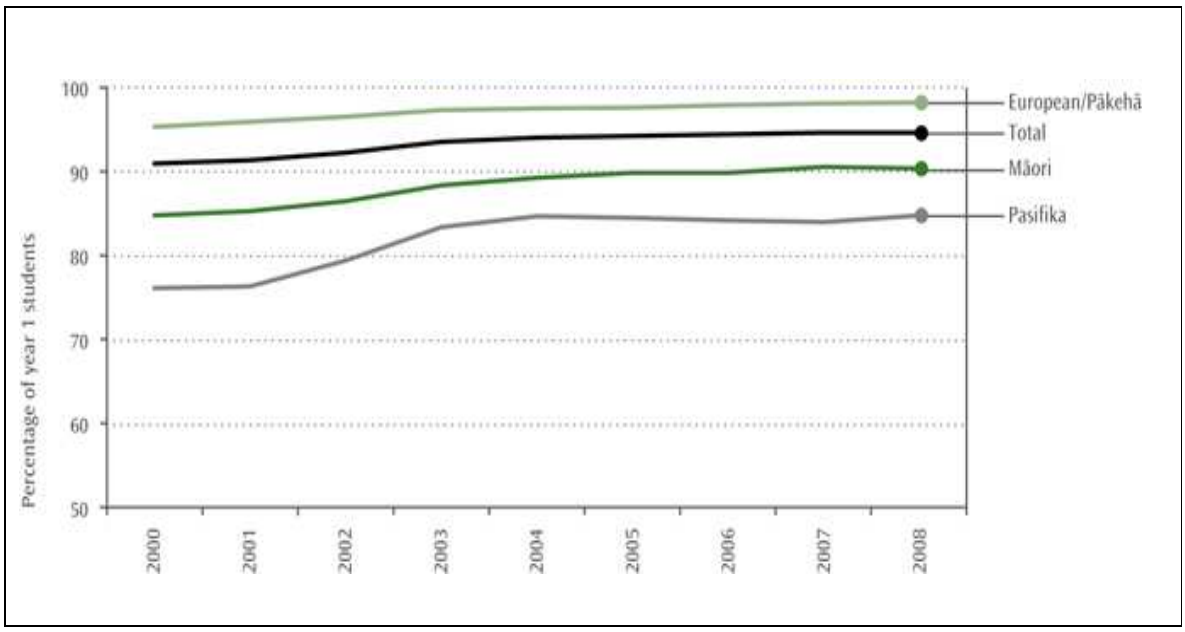
This part of the thesis tracks Pasifika education trends over the past few years, providing contexts and reasons for strategic plan development. Most of the data will focus on participation, engagement and achievement across all education sectors.

2.7.1 Pasifika Children in Early Childhood Education (ECE)

From 1990 to 1998, Pasifika ECE participation rose from 5720 children enrolled (or 5.14%) to 9982 children (or 6.36%) of all ECE enrolments. By 2008, 9,103 Pasifika children aged 2 to 4 years were enrolled in licensed early childhood services. This upward trend in participation has continued to improve, but this is still low compared to a fast growing Pasifika population.

The graph below shows the percentage of students that have participated in early childhood education before entering school, with Pasifika participation being the lowest compared to other ethnic groups.

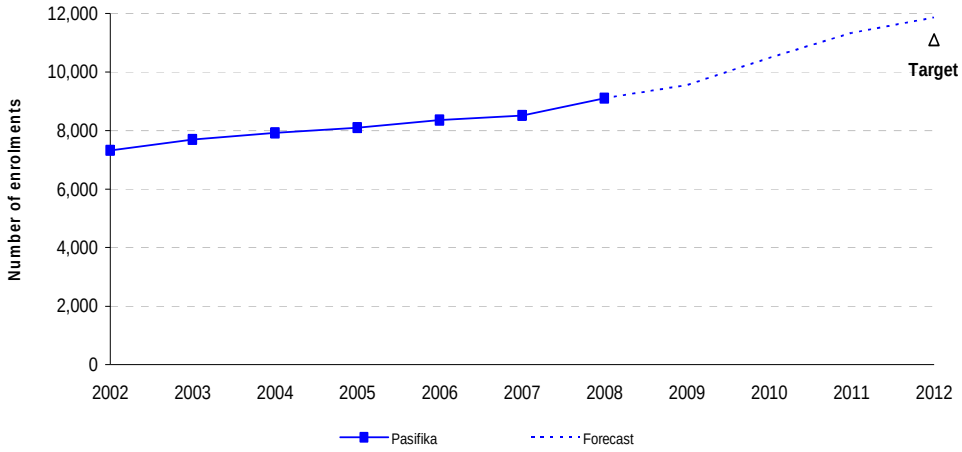
Figure 12: Percentage of Year 1 Students who Attended ECE services, by Ethnic Group (2000 to 2008)



Ministry of Education, 2009c, p. 11

Pasifika enrolment trends are shown in the graph below against the targets of the Pasifika Education Plan 2009-2012 (Ministry of Education, 2009i), shown by the triangle to the right. It is expected that the target will be met given the steady increase in enrolments.

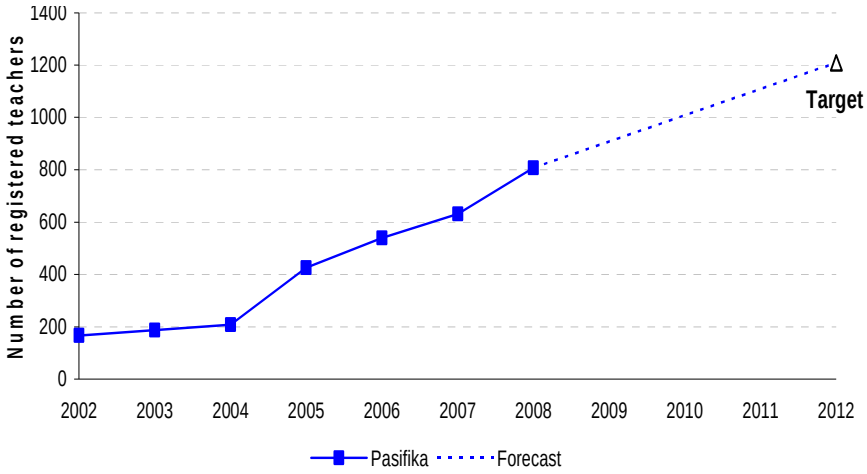
Figure 13: Licensed Early Childhood Pasifika Enrolments for 2 to 4-Year-Olds (2002-2008)



Note: Children can enrol in more than one service, so double counting of enrolments will occur. (Ministry of Education, 2009h, p. 13)

Alongside participation, quality is important and this is measured in terms of a service meeting and sustaining the licensing requirements, sustaining its unique values and philosophy such a Pasifika language and cultural practices and having qualified educators to provide quality programmes. Over the years the number of qualified Pasifika staff has increased and more are needed to make sure that the quality of Pasifika services are maintained as well as meet the regulated teacher child ratios required by the early childhood regulations. The majority of Pasifika early childhood teachers have been in their services for more than 20 years, posing issues about succession planning and ensuring long term sustainability and viability. Figure 14 below shows the number of Pasifika registered teachers and the forecast is that the plan's target is going to be achieved.

Figure 14: Percentage of early childhood teachers who are registered with the New Zealand Teachers Council (2002 – 2008)



Ministry of Education, 2009h, p. 20

Growing participation in Pasifika early childhood education services has seen the number of licensed and chartered services increasing over the years. In 1993, 17 Pasifika services were licensed and chartered and the table below shows this increase since 2002.

Table 5 : Number of Licensed Pasifika Services Across the Country Between 2002 and 2008

	2002	2003	2004	2005	2006	2007	2008
Auckland	82	82	88	84	89	93	101
Waikato	5	6	6	6	5	5	5
Bay of Plenty	1	1	1	0	0	1	0
Hawkes Bay	2	2	3	3	3	3	4
Manawatu-Wanganui	2	3	3	3	3	3	3
Wellington	17	19	20	23	22	20	19
Canterbury	6	6	6	7	6	6	6
Otago	3	3	3	4	3	3	2
Southland	2	2	2	2	2	2	2
Total	120	124	132	132	133	136	142

Ministry of Education, 2009a**.**

2.7.2 Pasifika Peoples in Compulsory Education

Pasifika students are not evenly spread across types of schools or across the country with 73% of the Pasifika student population located in the Auckland region. Table 6 below shows the over-representation of Pasifika students in Deciles 1-3 schools compared to other populations.

Table 6: Student Roll by Ethnic Group and Decile Cluster (1 July 2009)

Group	**Decile 1 to 3**	**Decile 4 to 7**	**Decile 8 to 10**	**Unknown**
European/Pākehā	8.9	41.2	49.0	1.0
Māori	46.1	38.1	14.7	1.1
Pasifika	61.4	26.9	11.3	0.5
Asian	16.4	33.7	49.6	0.3
Other	15.7	39.1	42.1	3.2
IFP[38]	4.4	36.4	58.9	0.3

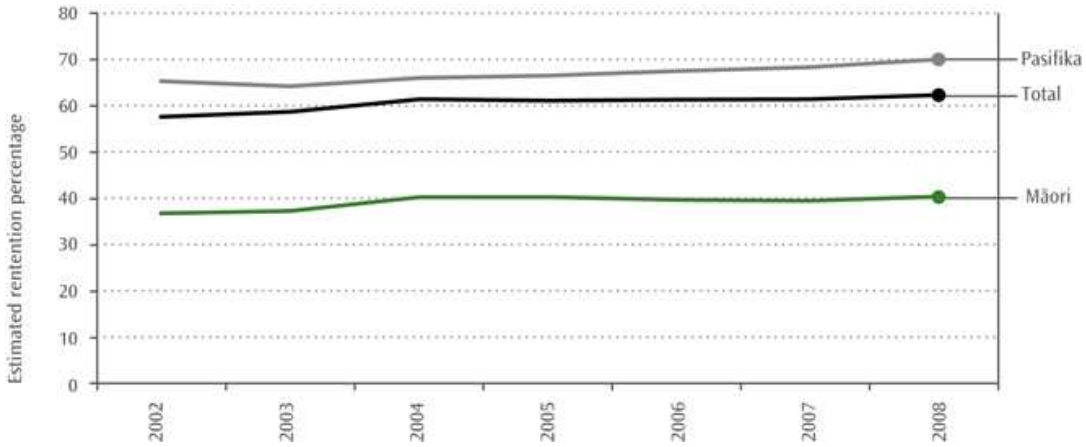
Note: Unknown indicates that a decile has not yet been assigned to the school or a decile is not applicable to that school. (Ministry of Education, 2009a)

In terms of presence, the numbers of students remaining at school until they age 17.5 years

[38] International Fee Paying Private students.

old has been gradually increasing since 2002. In 2008, 63.5% of European/Pākehā students and 40.4% of Māori students remained at school to age 17.5. This is low in comparison to Pasifika and Asian students (70% and 97.4% respectively). The differences between ethnicities do not seem to have shifted over time. Compared with other OECD countries, Aotearoa New Zealand has relatively low retention rates in education and training for young people aged 15 to 19. Figure 15 below shows comparisons across Māori, Pasifika and the total student population.

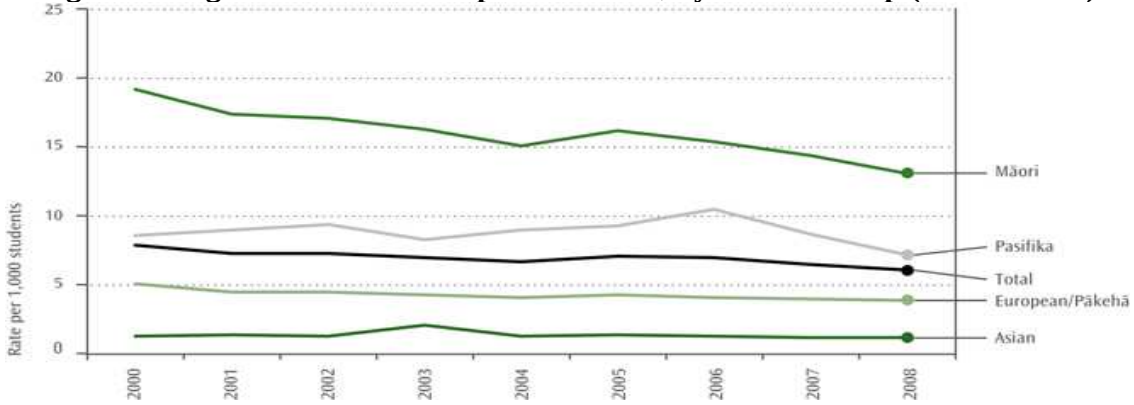
Figure 15: Estimated Percentage of Students Staying on at School to age 17.5, by Ethnic Group (2002 to 2008)



Ministry of Education, 2009c, p 20

However, in 2005 Pasifika suspension trends were beginning to worsen rapidly and from 2006 onwards the Suspension Reduction Initiative was refocused on Pasifika suspensions and the result was in slowing and reducing suspensions trends. Figure 16 below shows suspension rates for all populations.

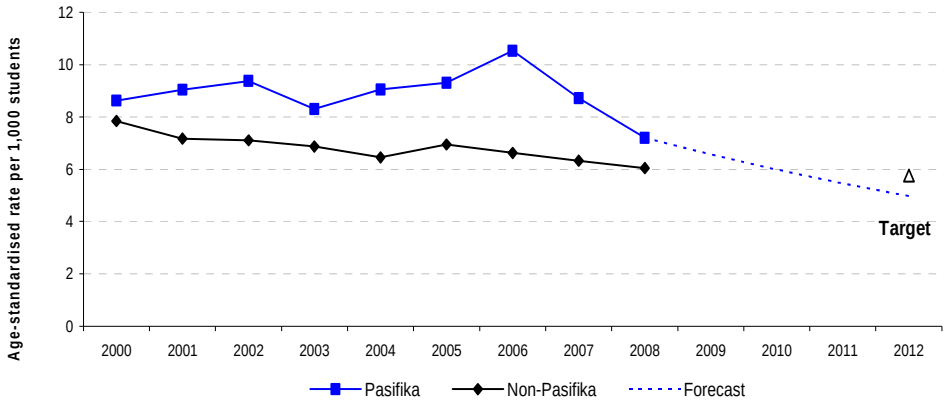
Figure 16: Age-Standardised Suspension Rates, by Ethnic Group (2000 to 2008)



> … suspensions [have] decreased by 22 per cent over the last nine years, from an age-standardised rate of 7.9 students per 1,000 in 2000, to 6.1 students per 1,000 in 2008. In 2008, the age-standardised suspension rate was 13.1 students per 1,000 for Māori students, 7.2 students per 1,000 for Pasifika students, and 3.9 students per 1,000 for European/Pākehā students. (Ministry of Education, 2009c, p. 21)

Figure 17 below shows Pasifika suspension trends in relation to the plan's target, and the forecast is that this target for 2012 will be achieved though this positive result needs to be sustained and at the same time, result in improved achievement levels.

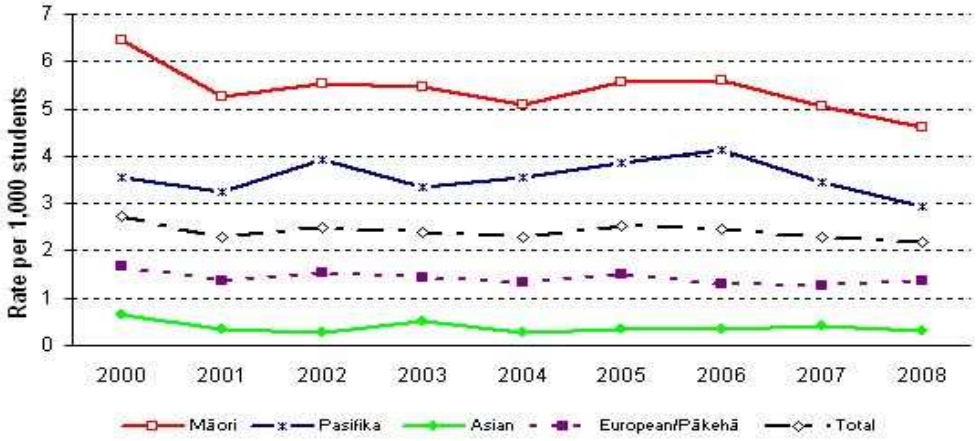
Figure 17: Age Standardised Suspension Rates 2000-2008



Note: International fee-paying students, Correspondence School students, adult students (age > 19) and private students are excluded. (Ministry of Education, 2009h p. 39)

Exclusion rates for Pasifika students are also high and the dedicated focus on Pasifika has also seen the trends moving sharply downwards.

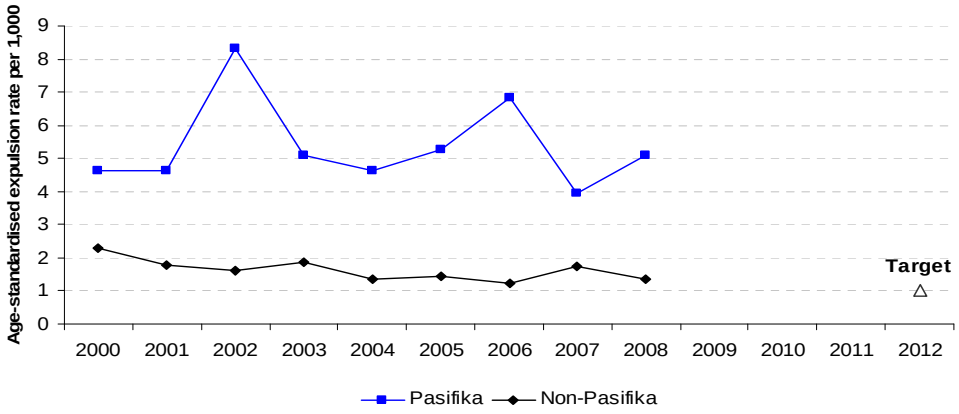
Figure 18: Age standardised exclusion rates by ethnic groups 2000 to 2008



Ministry of Education, 2009a, n. p.

Another alarming trend is in the expulsion rates which is swiftly trending upwards compared to the rest of the student population. Students need to be at school to learn. Figure 19 below shows expulsion trends against the plan's targets showing that significant work needs to be done to bring this trend down.

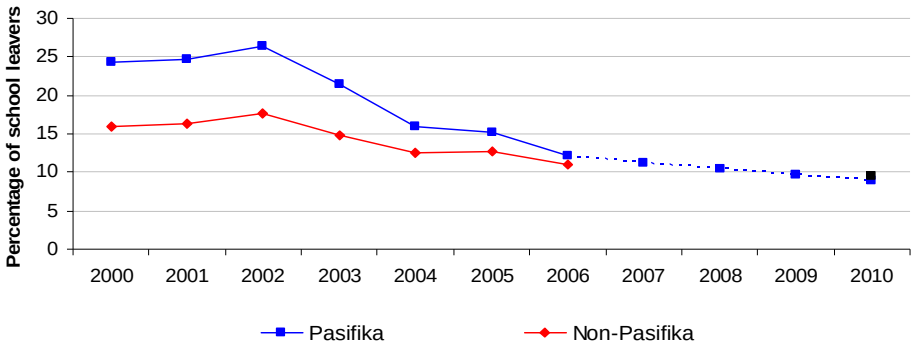
Figure 19: Age Standardised Expulsion Rates per 1000 Students (2000 to2008)



Ministry of Education, 2009h, p. 40

Most important though is the fact that Pasifika students are in the main, present at school compared to other populations and this presence needs to be translated successfully into engagement in learning so that more achievement is realised. Figure 20 below shows that Pasifika students leaving school with little or low qualifications are trending downwards which is encouraging.

Figure 20: Pasifika School Leavers with Little or Low Attainment

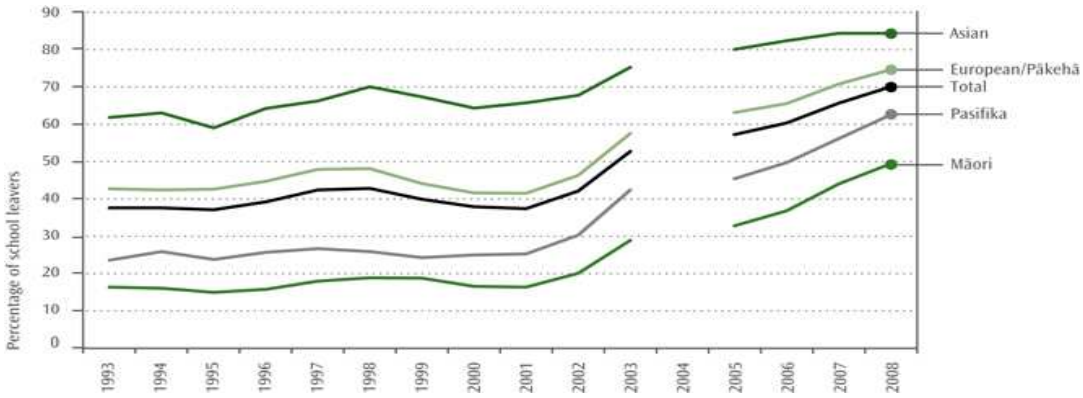


Ministry of Education, 2009h, p. 17

While it is positive to see the percentage of Pasifika students leaving with no qualifications

reducing, this trend needs to be complemented by an upward trend in the number of Pasifika students leaving with qualifications. While the percentage of Pasifika students leaving with NCEA Level 2 qualifications is steadily increasing, there is still a wide gap between Pasifika, Asian and Pakeha populations, shown in the figure below.

Figure 21: Percentage of school leavers with an NCEA Level 2 Qualification or above, by ethnic group (1993 to 2008)

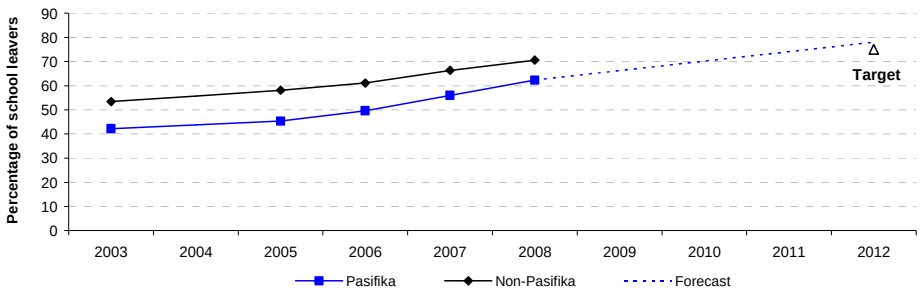


Note: Due to methodological changes to the way attainment levels were allocated in 2004, this year is not comparable with other years and has been excluded from the graph data.

> In 2008, 69.9 per cent of school leavers achieved at least NCEA Level 2, a 33 per cent increase from 2003. The percentage of Asian students achieving at least NCEA Level 2 in 2008 was 84.2 per cent, with European/Pākehā at 74.5 per cent. This compares with 62.4 per cent of Pasifika students and 49.3 per cent of Māori students attaining at least NCEA Level 2. (Ministry of Education, 2009c, p. 21)

Figure 22 below shows the percentage of Pasifika school leavers with NCEA Level 2 qualifications and above compared to the target set in the plan. It is expected that the target set for 2012 will be met.

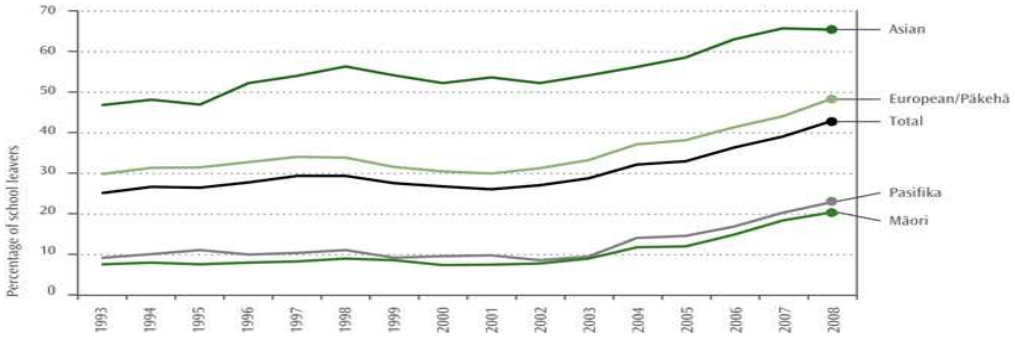
Figure 22 : Percentage of School Leavers with an NCEA Level 2 Qualification or Above (2003-2008)



Ministry of Education, 2009h, p 29

Achieving NCEA Level 2 qualifications is a good start, but Pasifika students need to be gaining NCEA Level 3 and university entrance qualifications as well to help improve transition into tertiary education or work. Figure 23 below shows the picture for school leavers with university entrance across all populations. This graph shows that while improvements have been made in the percentage of Pasifika students with university entrance standards, they are still well below those of other students.

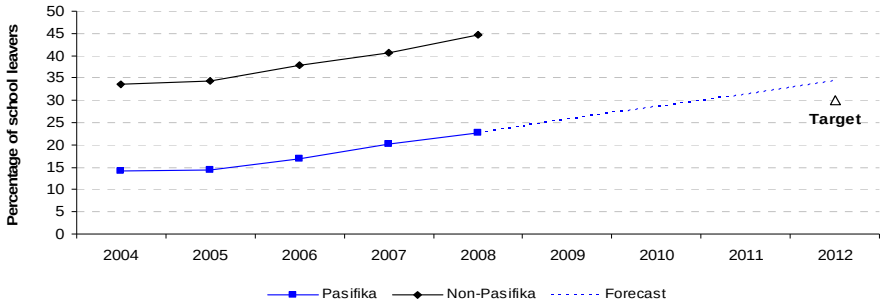
Figure 23: Percentage of School Leavers Eligible to Attend University, by Ethnic Group (1993 to 2008)



In 2008, 42.8 per cent of school leavers achieved at least a university entrance standard that would allow them to go directly into tertiary study at degree level, a 49 per cent increase from 2003. In 2008, 65.3 per cent of Asian students, 48.3 per cent of European/Pākehā students, 22.8 percent of Pasifika students and 20.3 per cent of Māori students attained a university entrance standard. (Ministry of Education, 2009c, p 22)

Figure 24 below shows the widening gap at the university entrance levels between Pasifika and non-Pasifika populations against the target of the plan. The forecast at the end of 2009 is that achieving the plan's target by 2012 will be met.

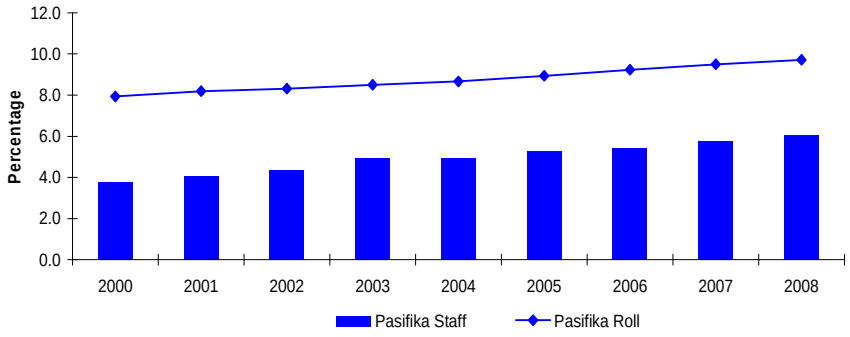
Figure 24 : Percentage of School Leavers with University Entrance Standard (2004-2008)



Ministry of Education, 2009h p. 30

Over the years, Pasifika community voices have called for more Pasifika presence in the teaching workforce. The figure below shows the comparison between the percentages of Pasifika teachers in state schools compared to the percentage of Pasifika students. The key issue is that Pasifika students have the best teachers to help them succeed though Pasifika voices have consistently called for more Pasifika teachers who have a better understanding of Pasifika contexts that a school can use for maximum effect within schools, and teachers acting as role models for students. Figure 25 below shows the percentage of registered Pasifika teachers compared to the proportion of Pasifika students in state schools showing there has been a slow percentage increase.

Figure 25: Percentage of Teachers and Students in State Schools that are Pasifika 2000 – 2008

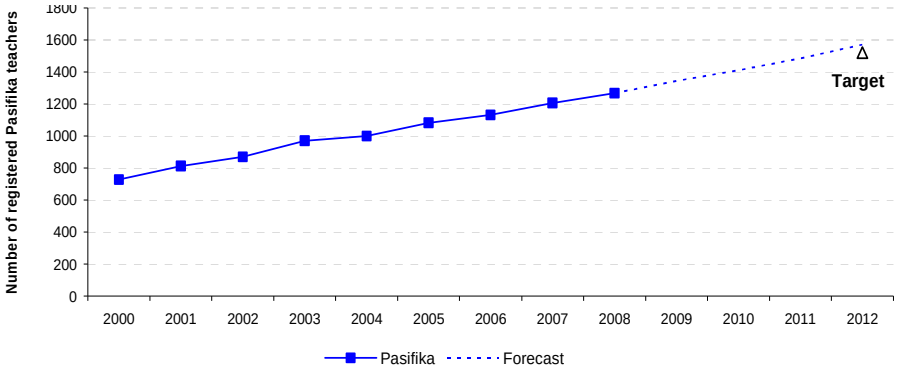


Note: Includes management and principal teachers

Ministry of Education, 2009h, p. 34

Figure 26 shows that the plan's teacher target is forecast to be met by 2012.

Figure 26: Registered Pasifika Teachers (as at April 2000-2008)



Ministry of Education, 2009h, p. 33

The availability of Pasifika languages have always been raised by Pasifika communities and many students during the annual talanoa ako (consultation) series. By early 2009, Pasifika language curriculum guidelines had been developed and released in Samoan, Cook Islands Māori, Niuean, Tongan and Tokelauan. The Pasifika language guidelines differ from other language guidelines in that they incorporate the early childhood curriculum, Te Whāariki, and go through to senior secondary levels. Some schools, mainly in Auckland, offer Pasifika language programmes. The table below shows the number of students learning Pasifika languages and the levels of immersion in that language.

Table 7: Pasifika-medium Education by Level of immersion and Language with number of Pasifika students at 1 July 2009

LEVEL OF PASIFIKA-MEDIUM EDUCATION	LANGUAGE OF INSTRUCTION			
	Cook Island Māori	Samoan	Tongan	Fijian
Level 1: 81-100%	103	225	10	
Level 2: 51-80%	31	376		2
Level 3: 31-50%	8	546	164	
Level 4: up to 30%	460	449	69	
TOTAL	602	1,596	243	2

Ministry of Education, 2009a, n. p.

By far, Samoan is the most popular language, reflecting their proportion of the Pasifika population. The number of schools offering Pasifika medium education is shown in the table below including the percentage of language immersion. Not a lot of schools are offering this medium.

Table 8: Number of Schools offering Pasifika-medium Education at 1 July 2009

HIGHEST LEVEL OF PASIFIKA MEDIUM EDUCATION	LANGUAGE OF INSTRUCTION			
	Cook Island Maori	Samoan	Tongan	Fijian
Level 1: 81-100%	1	10	1	
Level 2: 51-80%	1	7		1
Level 3: 31-50%	1	5	3	
Level 4: up to 30%	5	5		
TOTAL	8	27	4	1

Note: Where a school offers multiple levels in a particular Pasifika language, it is only counted at its highest level

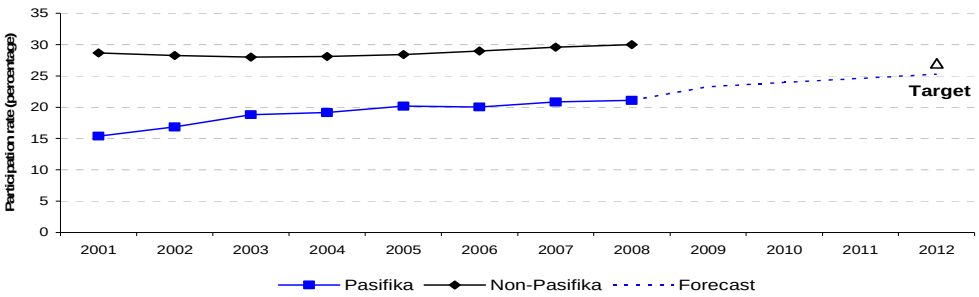
Ministry of Education, 2009a, n. p.

There is a high demand for language learning from parents, high supply of curricular and support materials but low student uptake.

2.7.3 Pasifika Peoples in Tertiary Education

Pasifika participation in tertiary education grew rapidly up to 2003, though it has since slowed. The gaps are still wide between Pasifika participation and the rest of the population as shown in the figure below. The plan's tertiary participation target is shown by the triangle to the right, needing special and concentrated effort to be achieved, if participation trends continue in the same patterns.

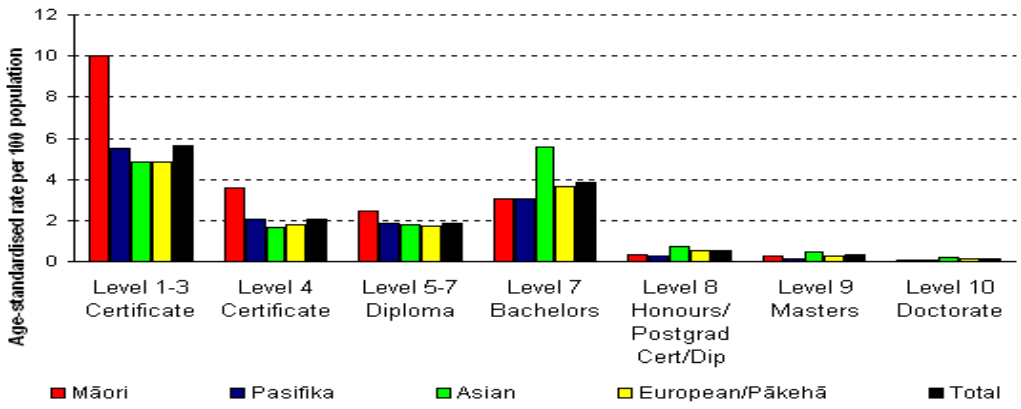
Figure 27: Participation Rates of Students Age 18 – 24 olds in Levels 4 Qualifications and Above (2001-2008)



Ministry of Education, 2009h, p. 45

These trends are further broken down into different levels of qualifications shown in Figure 28 below for participation in 2007, across all providers and across the country.

Figure 28: Age-Standardised Participation rates in Tertiary Education per 100 Population aged 15 Plus, by Ethnic Group and Level of Study (2007), National Statistics

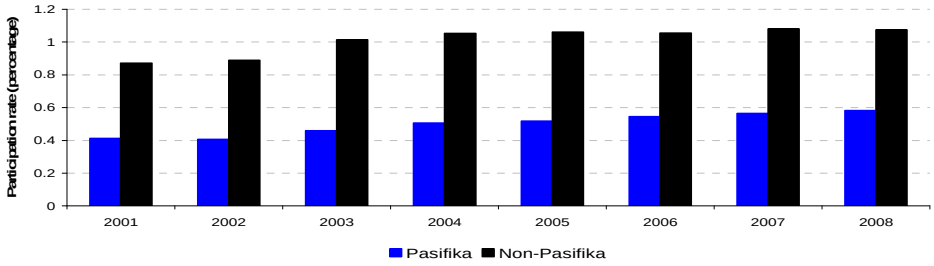


Ministry of Education, 2009j

The above figure shows that Pasifika peoples are mainly participating in qualifications at levels 1–3, decreasing in levels 4–7, increasing at level 7 and sharply decreasing at higher levels of qualifications. Postgraduate participation is expanded in the figure below, showing incremental changes in Pasifika participation at this level since 2001.

Enrolments increased from 0.4% in 2004 to 0.6% in 2008 of all postgraduate students. The participation rate for non-Pasifika students in postgraduate study increased rapidly between 2002 and 2003 but since then it has remained at around 1.1%.

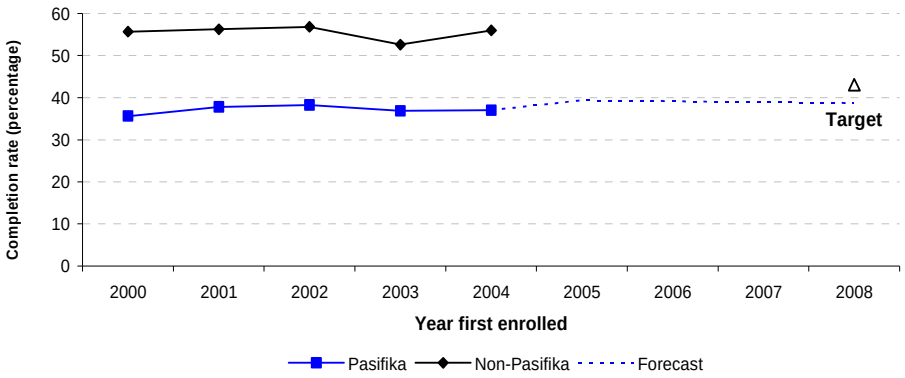
Figure 29: Pasifika Students Postgraduate Participation Rates 2001 to 2008



Ministry of Education, 2009h, p. 51

Participation is important and students must complete their studies to add value to their well-being and later participation in the labour market. These trends are shown in Figure 30 below in comparison to the plan's target, on which forecasts made at the end of 2009 were showing that the target is unlikely to be met without more effort and investment. Pasifika students need to complete their qualifications to improve their chances of higher levels of participation in the labour market and reduce debt from student loans. A significant proportion of Pasifika students take out student loans, over the 2000 to 2007 period 7.9% of new borrowers were Pasifika, and their repayment over the same period was the lowest (Ministry of Education, 2009j). This poses significant challenges given the fiscal challenges experienced during 2009 and expected to continue in the medium to long term.

Figure 30: Five-year Completion Rate for Students aged 18-24 years old in Level 4 Qualifications and Above (2000-2004)



Ministry of Education, 2009h, p. 49

A brief look at labour market outcomes show that having skills and qualifications are important to being employed. There is much evidence in the literature showing that higher education is correlated with higher incomes.[39] Data from the census and from the "Household Labour Force Survey – Income Supplement" make it clear that higher qualifications are associated with higher incomes. Maani (1999) in her analysis of the internal rates of return to education using data from the census years 1981 to 1996 found that investments in education show a real and positive return to individuals.

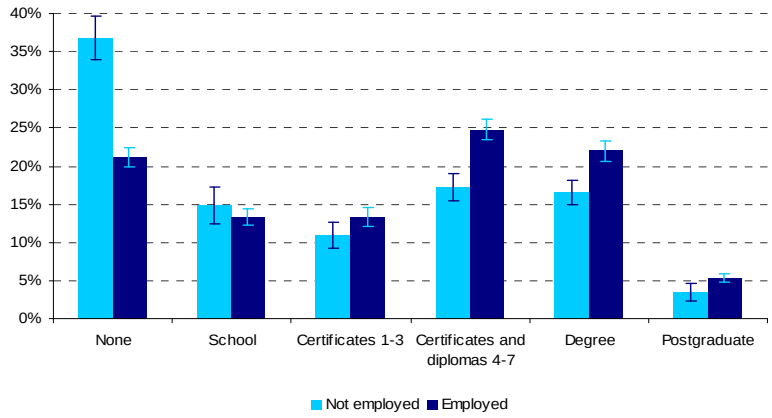
Drawing on the Adult Literacy and Life Skills (ALL) survey published in 2008 however, Earle found that there was no change to Pasifika adults' literacy results over two previous surveys, already reported elsewhere in this thesis. While this analysis is not ethnic specific, it helped to give insights into the impact of document literacy, skills and qualifications in the labour market. This analysis also show gender, age and first language (English) differences such as the average hourly wages for men were higher then women.

> The results of the analysis show that the benefit of increased literacy without higher qualifications is limited in the New Zealand labour market. The major benefit comes from improved literacy in combination with gaining a qualification, which can result in greater opportunities to move into higher paid jobs. (Ministry of Education, 2009f, p. 1)

[39] Much of the recent information about the education income relationship in New Zealand is summarised in Ministry of Education (2004d) New Zealand's Tertiary Education Sector: Profile and Trends 2003 Chapter 4. Refer also to Maani (1999).

Figure 31 below looks at the distribution of qualifications across all Aotearoa New Zealand people who were employed both full-time and part-time, and those who were not employed and not in the labour force.

Figure 31: Distribution of People Employed and Not Employed by Highest Qualification



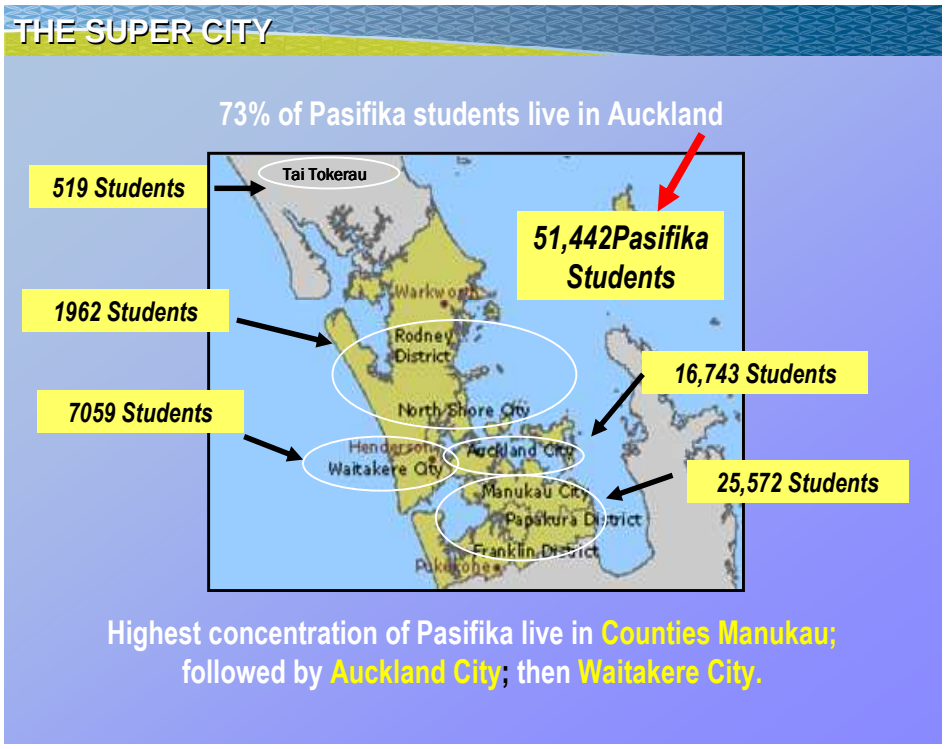
> The results show that 37% of people who are not employed have no qualifications, compared with 21% of those who are employed. Conversely, 52% of people in employment have level 4 certificates and above, compared with 37 percent of people not in employment. (Ministry of Education, 2010b p. 3)

Further analysis using English as the first language shows there are differences in English-based document literacy. Those with English as their first language and with qualifications have higher document literacy and higher employment rates. English literacy and skills and qualifications all impact on employment.

2.7.4 Pasifika Education Trends in the Auckland Region

It is important to briefly show some of the highlights from the Auckland region given that it has a significant majority of the Aotearoa New Zealand Pasifika population. In the region there are 138 state and integrated schools with Pasifika numbers greater than 25% of the school roll. In 2003, up to 73% of all Pasifika students compared to 36% of all other students were located in the Auckland region and a significant majority of these, 68% compared to 26%, were enrolled in decile 1 to 3 schools. The Pasifika student population distribution across the Auckland region in 2009 is shown in the map below.

Figure 32: Map of Auckland



Ministry of Education, 2009d, p. 3

In 2004, the Auckland region showed significant issues in Pasifika student stand downs and suspensions and this profile necessitated targeting and tailoring projects focused on reducing these. These trends have since improved, reflected in the positive trends shown in Figures 16, 17, 18 provided in section 2.7.2 above.

2.7. 5 Summary of Current Pasifika Education Trends

The 2008 Monitoring Report on the Pasifika Education Plan was released in December 2009, and provided the latest trends on the status of Pasifika peoples across all education sectors. The 2008 Monitoring Report provided the baseline position on which the Pasifika Education Plan 2009–2012 will be measured. This baseline report is used to make forecasts about whether the targets set in the plan are likely to be met by 2012, and these forecasts are included in the table below. Forecasts are helpful in seeing where more effort needs to be made in order to achieve the plan's targets, or where a target might be exceeded indicating whether there is a need to raise that target further.

Table 9: Summary of Progress from the Monitoring Report 2008

Early childhood education	Compulsory education	Tertiary education	Education sector-wide
• 9,103 Pasifika children aged 2 to 4 years were enrolled in licensed early childhood services in 2008. The target of 11,103 enrolments is expected to be met in 2012 • The number of Pasifika children in Early Intervention (EI) services was 739. By 2012 the target of increasing EI services to 813 children will be achieved • The number of registered Pasifika early childhood teachers was 808, the target of 1,208 is forecast to be met by 2012 • From the end of 2007, 50 % of regulated teachers in teacher-led early childhood services were required to hold a recognised early childhood teaching qualification. Of the 139 Pasifika character services, 105 were meeting this requirement	• 84% of all Pasifika school leavers achieved the NCEA Level 1 literacy and numeracy requirements. The target of 93% by 2012 will be met • 63% of all Pasifika school leavers achieved NCEA Level 2 or above. The target of 75% will be met • 23% of all Pasifika school leavers achieved a university entrance standard. The forecast target of 30% will be met • 1,267 Pasifika teachers were registered, an 80% increase from 2000. The forecast target of 1,520 will be met • ERO reported in 2006 that 86% of all schools were not comprehensively responding to the needs of Pasifika students • **Age-standardised suspension rates decreased sharply by 17% between 2007 and 2008 after prior years of steady increase. The target rate of 5.0 per 1,000 students will be met** • **Age-standardised expulsion rates for Pasifika students in 2008 have shown large fluctuations since 2000, and increased since 2007 by 29% to 5 per 1,000 students. It is unlikely that the forecast target of 1 per 1,000 will be achieved without some intervention** • 29% of schools in which Pasifika representation on the schools board of trustees would be expected, had such representation. It is unlikely that the target of 100% will be met without suitable intervention	• **Pasifika students aged 18 to 24 years who first enrolled in 2007 had a first-year retention rate of 70%. The forecast is that the target of 75% retention by for 2012 will not be met, only 71% will be achieved** • **In 2008, the number of Pasifika peoples aged 18 to 24 years in level 4 qualifications and above was 21%. It is forecast that this participation rate will reach 25 % in 2012, short of the target of 27%** • Of the Pasifika students aged 18 to 24 years who began a qualification at level four or above in 2004, 37% completed this qualification in 2008. **It is estimated that the Pasifika five-year completion rate will have increased to 39% in 2012 for those who** started study in 2008. The corresponding target is 43% • **Pasifika students' participation rate in postgraduate study was 0.6%. The target rate for 2012 is one percent though the forecast is that this rate will be 0.7 %**	• The Ministry of Education is the lead **Government agency for the *Plan* and through strengthening relationships with other agencies, the resulting collaboration will be critical to the success of the Plan** • Ministry staff **continue to develop their understanding of Pasifika which will ensure that the goals in the *Plan* are fully realised**

Ministry of Education, 2009h, pp. 6–7.). While progress is needed in all areas, extra actions to remedy the issues are bolded in the box above.

2.8 Conclusions

The contexts discussed in this chapter draw together international political ideologies and their influences on local economic priorities, political ideologies, public sector management and administrative practices, the structure of the public service, policy and operational

activities. These ideologies shape how a government and the public service respond to citizens and their well-being, whether citizens are at the centre as in the Keynesian welfare state model or at the edges as in neoliberal ideology, or the drawing on best practices from both ideologies as in the third way.

The education sector went through the biggest administrative and structural changes in the period leading up to the 1990s. School governance and administration was devolved to local boards and the Department of Education carved up into a smaller policy ministry and a number of state-owned Crown Agencies. The self-managing schools' environment meant that the MOE did not get involved in schools that were operating well. There is high trust within the sector and the MOE intervenes when there are serious issues, which in the past, has usually been about schools' financial viability. There are strong regulations (e.g. the Education Standards Act) and incentives within the education system, through additional funding for schools to ensure that the system delivers successful education, including making sure that Pasifika student achievement is raised.

A foundation context for this thesis is being Tongan and by extension, being Pasifika. The author uses culture, identity, upbringing and style to identify the tools used in this retrospective triangulation and analyses of the MOE's work in developing Pasifika plans released in 1996, 2001, 2006, 2008 and 2009. Long-term strategic planning and commitment is essential for raising Pasifika education outcomes. The education playing field is unequal and the foundation areas need to be addressed in order for Pasifika populations to experience equity and potential successful outcomes.

The contexts discussed in this chapter are fundamental in understanding the views, practices and expectations of authorising environments, the MOE's capability and capacity to develop Pasifika strategies, and, the public value created by having these strategies to help realise Pasifika peoples' education potential, aspirations and expectations. Leadership and leadership development are important considerations in both Pasifika communities and the public service, especially with regard to changing cultural contexts within a multicultural society, important in making sure that the MOE is able to gather and use Pasifika voices in its work. Public value could also be seen in making sure that education regulatory frameworks are specifying Pasifika potential as much as possible. This helps to

make sure that all education sectors are responsive through regulated functions such as planning and reporting, as well as through having Pasifika strategic plans that provide guidance to the system about the desirable future status of Pasifika education. This required a combination of strong levers from the government authorising environment through regulations and Pasifika strategic planning to ensure continued and expanding success in reaching national Pasifika objectives.

The National Administration Guidelines (NAGs) is an example of this. The NAGs set out statements of desirable principles of conduct or administrative processes for schools. The authorising environment, through Cabinet, approved the inclusion of a new NAG 2A in 2009. These guidelines were amended to include reference to National Standards in the requirement for schools to develop strategic plans that document how boards of trustees are giving effect to the National Education Guidelines. These are:

- the requirement to report to parents in plain language at least twice a year
- the requirement to include school-level data in the board's annual report
- the requirement to include in the school's annual report the numbers and proportions of students achieving at, above, below and well below the standard, including Māori, Pasifika and gender (where this does not breach an individual's privacy). (Ministry of Education, 2009b)

Knowing where Pasifika students are in these foundation areas will broker further responsibility and responsiveness so that the flow-on effects will be seen as students move through the system. Laying strong foundations in literacy and numeracy would result in better achievement in senior secondary levels and beyond.

Pasifika Education Plans are similar to what Heifetz and Laurie (2001, p. 53), call *"getting on the balcony"*. The plans act as leaders and flags providing the strategic picture, and *"getting on the dance floor"* is the plans' implementation across relevant parts of the education sector.

> Successful reform does not only depend on the level and scale at which decisions are taken or performance is measured; it will require greater adaptive capacity in organisations at every level of the system. (p. 15)
> The challenge is to harness the adaptive potential of public organisations more directly to the task of creating public value ... In other words, we need systems capable of continuously reconfiguring themselves to create new sources of public value. (p. 19) (Wilsdon & Bentley, 2003, p.15; p. 19)

CHAPTER THREE: NGAAHI FEKUMI - LITERATURE REVIEW

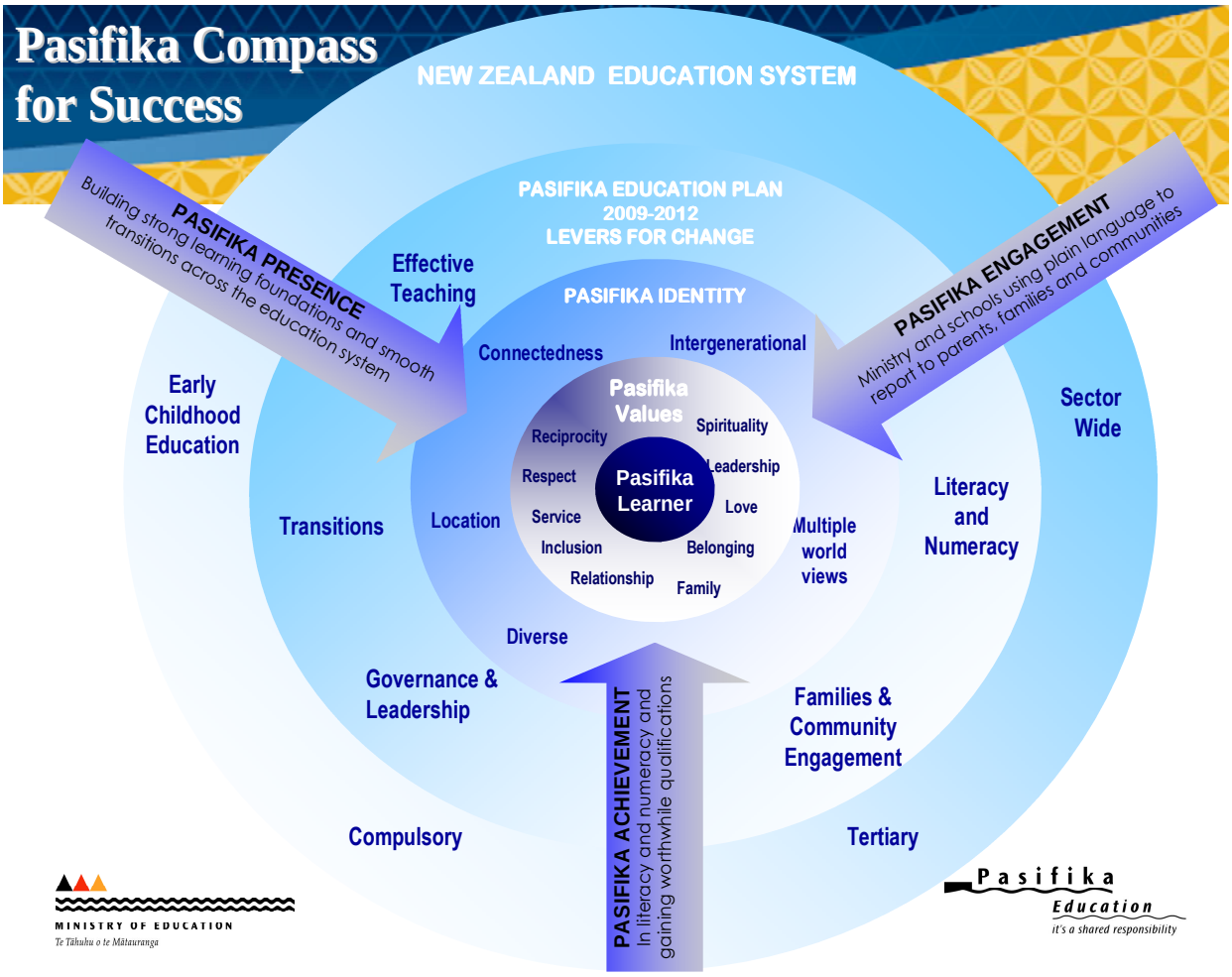


Figure 33: Pasifika Compass for Success

Pasifika peoples have multiple world views and diverse cultural identities. They are able to operate and negotiate successfully through spiritual, social, cultural, political and economic worlds. Success in education requires harnessing Pasifika diversity within an enabling education system that works for young people, their families and communities. This requires the education system, leadership, and curricula to start with the Pasifika learner at the centre, drawing on strong cultures, identities and languages. (Ministry of Education, 2009i, p. 7)

3.1 Introduction

The Pasifika compass for success places the Pasifika learner at the centre of the teaching and learning world. Pasifika learners bring their cultures, values and identities into the learning process, important contexts that can influence learning positively. This compass shows how the plan works across all education sectors with key intersecting themes of literacy and numeracy, families and communities engagement in education, governance and leadership, transitions across all levels of education, and effective teaching. These themes have been identified by research and evidence as the key levers that can make the most difference to achievement. Monitoring and tracking progress is important to knowing how well the education system is meeting the needs of Pasifika learners.

This chapter reviews research and evidence that was available and used to inform the development of Pasifika education strategies. Research is one of the approaches of Tolu'i Founga (Development); the first approach is gathering information through talanoa ako (consultation), the second approach is ngaahi fekumi (literature review) and the third is ngaahi ngāue (policy stocktake). This chapter focuses on the second approach, ngaahi fekumi (literature review). The first and third approaches are included in other chapters. This literature review draws evidence from a variety of sources including reports and publications by the Ministry of Education (MOE); a range of educational, management publications, public sector journals and texts; ERIC; unpublished theses, web-based information and databases; conference proceedings, papers, presentations and keynote addresses; reports from consultations and reviews; and, occasional discussion papers.

In the early 1990s, few published works could be found on Pasifika education. Generally, comments could be gleaned from university research documents, dissertations and theses. Some offered useful suggestions for ways of improving Pasifika educational achievement, ranging from closer collaboration between parents and schools, learning styles, bilingual education, models of effective practice, teaching and learning, understanding home contexts and values, Pasifika epistemologies and world views. Pasifika education research has grown over the years, more sophisticated and complex with links across broader spectrums such as social, health, economic and labour market outcomes. For example, recent evidence is showing that individuals that achieve higher qualifications were more

successful in the labour market and earned more than those without qualifications (Ministry of Education, 2010b), hence the drive for more successful education has wider implications for social and economic well-being.

This literature review is organised using the framework of cross-sector themes drawn from the Pasifika Compass for Success. These themes provide connections across all four sections of the plan, early childhood, compulsory, tertiary education and education sector-wide. These themes are literacy and numeracy, families and communities engagement in education, governance and leadership, transitions across all levels of education, and effective teaching.

3.2 Literacy and Numeracy

Literacy and numeracy are key foundation learning areas, important to get right early because of their effect on later learning. Achievement gaps between Pasifika and other students exist at both primary and secondary levels (Nakhid, 2003). Of particular significance are the gaps in literacy and numeracy, language proficiency, achievement in primary years, and formal qualifications at secondary level.

Factors contributing to outcomes vary across different populations. For example, an individual's concept about academic achievement and reading practices had moderate relationships with exam scores for Pakeha and Asian students, but weaker relationships for Māori and Pasifika students. In mathematics, there were differences between achievement for Māori and Pakeha students and there was no difference between Pasifika boys and girls. In science the differences were quite small for all groups. Regarding the number of books available in the home, there was a weak linear relationship between this variable and exam marks for Asian, Pakeha and Māori students, but no consistent pattern for Pasifika students (Harker, 2003).

Over the years, there have been persistent calls for changes to teaching, learning and curriculum to reverse educational inequalities linked to social and ethnic causes (Harker, 2007), and others have called for schools to recognise the cultural backgrounds of learners (Lloyd, 1995; Hunkin, 1987). Discourses about social equity, multicultural education and

citizenship (Banks, 2004) are also important when thinking about pedagogy for Pasifika students. As expressed by Pasifika peoples during talanoa ako (consultation), they want the best of all worlds, to be recognised for being Pasifika, what they bring into the learning contexts and to be successful in Pasifika and non-Pasifika education as well.

The International Educational Achievement (IEA) Reading Literacy Study (1990) showed that overall Aotearoa New Zealand students at age 9 perform well above the international average in literacy achievement. But deeper analysis of the overall results showed that there were significant disparities between sub-groups (Gilmore, 1998; Elley, 1999; IEA Survey, 1990; Flockton & Crooks 1996), such as Māori and Pasifika students. These international surveys of literacy achievement scores noted that minority language groups in Aotearoa New Zealand were struggling more than those in most other countries (such as England, Bulgaria, Sweden, and the United States), especially for students for whom English is a second language, who were rarely taught in their first language (Elley, 1992). Gilmore (1998) found that at age 5, Pasifika children performed at lower levels compared to all other children in English literacy and numeracy tasks. By Year 5 (8/9 year olds), the Pasifika achievement in English literacy (IEA, 1990) [40] and numeracy were lower than the national mean and was most serious for Pasifika boys in mathematics.

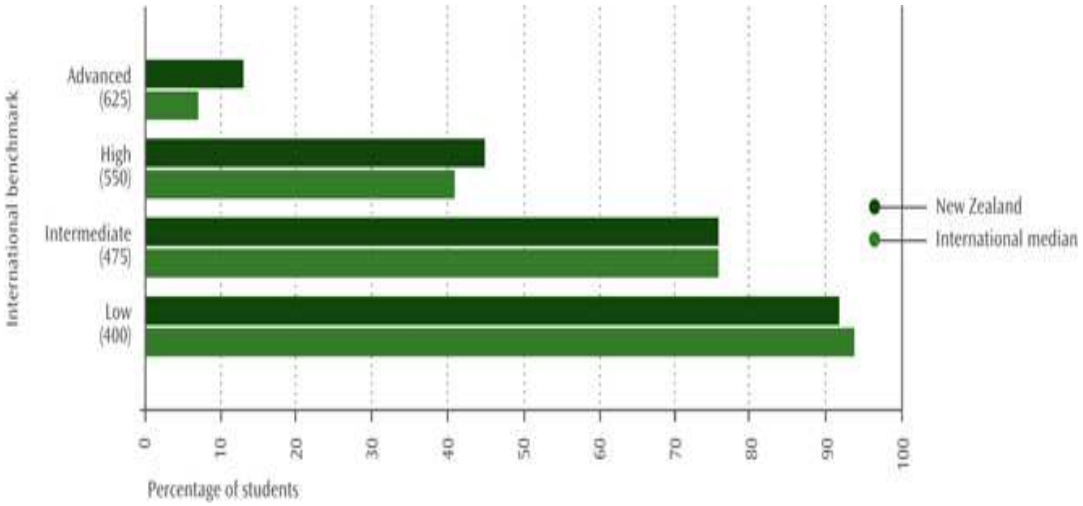
Pasifika achievement patterns were poor compared to other students and of particular significance were the low English literacy and numeracy achievement in the primary years and school qualifications at secondary level. Evidence showed the achievement gap is cumulative over time (Wylie, Thompson, & Lythe, 1999) and addressing these issues really needed to begin as early as possible in homes, communities and in early childhood services. There was significant difference in word recognition and comprehension between children (at ages 9 and 14 years) whose home language was English, compared with children whose home language was not (IEA, 1990), inevitably leading to significant differences in school leaver qualifications.

International comparisons can be seen in the Programme in International Reading Literacy Study (PIRLS) results graphed below showed that the achievement of Aotearoa New

[40] The International Association for the Evaluation of Educational Achievement in Reading Literacy (IEA) survey1990.

Zealand students to be higher or similar to other countries except in the low level benchmark. In PIRLS-2005/06, 3% of Asian students and 4% of European/Pākehā students failed to reach the Low International Benchmark (i.e. scored below 400) compared with 18% of Māori students and 16% of Pasifika students.

Figure 34: Percentage of New Zealand year 5 students reaching the PIRLS-2005/06 International Benchmarks



Ministry of Education, 2009c, p. 14

Teachers' beliefs and practices about language learning and literacy are important key levers in improving achievement. Some projects such as the Early Childhood Primary Link (ECPL) implemented as part of the Strengthening Education in Mangere and Otara (SEMO) project provided professional development for teachers in early literacy acquisition. These sessions aimed to change teachers' beliefs and practices about language learning and literacy practices, and found that providing focused professional development helped teachers to manage the mismatches between children's current literacy expertise and the requirements for classroom learning, inevitable during early literacy instruction. ECPL results showed accelerated progress over the first six months of schooling and by age 6, a significant number of students had shifted from expected achievement between stanines 1–3 (based on an analysis of the control groups) to accelerated achievement between stanines 4–6 with a dramatic lowering in the areas where the risk of non-achievement was greatest – writing vocabulary, text reading and word recognition (Phillips, McNaughton, & MacDonald, 2001). What this research and others also showed was that student

achievement was higher in those schools where teachers regularly engaged with their literacy leaders in evidence-based discussions on the effect of teaching on student learning (Timperley & Wiseman, 2003).

The low literacy, numeracy and English proficiency levels show through at senior secondary school levels where Pasifika attainment in school qualifications was significantly lower than other students. Analyses of Assessment Tools for Teaching and Learning (asTTle[41]) by Hattie (2004) showed that Pasifika student achievement was already a concern nationally. These results showed that Pasifika student rates of achievement in literacy was much lower than for non-Pasifika students and that Pasifika student achievement in high decile schools was much lower than their non-Pasifika counterparts in low decile schools. This is of particular concern when considering that the overall rates of achievement appear to increase as the decile rating of schools increases. Further analysis of Pasifika Achievement in Reading Literacy from PISA 2000 also showed that Pasifika students have very positive views of engagement with school and learning related activities, and they state that their relationships with their teacher was the most critical influence over their learning. But these views were not always returned by teachers (Fancy, 2006b; Fancy, 2007a).

Low literacy and English proficiency levels are also prevalent in the Pasifika adult populations.

> New Zealand's results in the International Adult Literacy Survey (IALS) of 1997 revealed, however, that 75% of Pasifika peoples were below level 3 in prose literacy levels (level 3 represented the minimum level required to meet the 'complex demands of everyday life and work in the emerging knowledge economy.'). This compared with 40% of Europeans. Furthermore, over 40% of Pasifika peoples are at level 1 (the lowest level) in each literacy domain. (Ministry of Education, 1997a, p. 4)

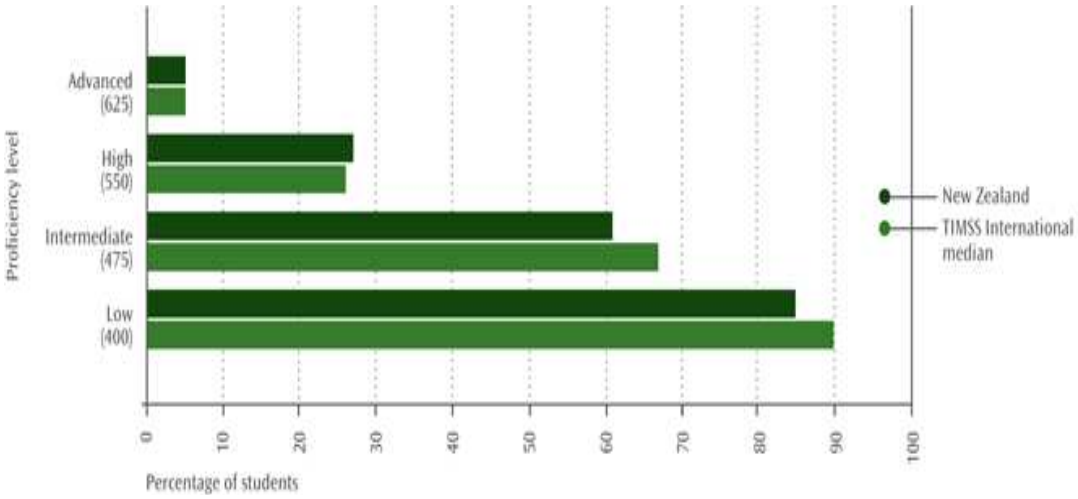
The 2006 International Adult Literacy Survey (IALS) showed no improvement for Pasifika adults' English literacy since the previous survey (Ministry of Education, 1997b). Analysis found that those for whom English was an additional language were:

[41] asTTle is a Ministry commissioned assessment tool for teaching and learning. Currently asTTle assesses children's learning in Numeracy and Literacy, Years 4-10 and in Te Reo.

- More likely to have lower English-based literacy and numeracy than other New Zealanders, but more likely to hold bachelors degree or postgraduate qualifications.
- likely to face barriers to obtaining employment, irrespective of qualifications and English-based literacy and numeracy.
- more likely to have lower wages and incomes ….
- likely to get little or no additional income from holding a degree or postgraduate qualification. (Ministry of Education, 2007c, p. 1)

Similar trends have also been shown for numeracy and science achievement. In the 2006 Trends in International Mathematics and Science Study (TIMSS), the overall mean mathematics score for Aotearoa New Zealand Year 5 students was 492, down from 496 in 2002. This was slightly lower than the international average of 500. Marked differences were shown between international and Aotearoa New Zealand's results at intermediate and low proficiency levels as shown in the graph below.

Figure 35: Percentage of New Zealand Year 5 Students Reaching the Trends in International Mathematics and Science Study (TIMSS) Mathematics Benchmarks (2006)



Ministry of Education, 2009c, p. 15

The Numeracy Development Project was implemented nationally to provide professional development to all primary school teachers. This aimed to raise student achievement, improve teacher confidence in the teaching of mathematics through developing content knowledge and enhancing teachers' understanding of pedagogy. Young-Loveridge (2004) reported that overall, students have benefited from participating in the Numeracy

Development Projects regardless of ethnicity, gender and socioeconomic status. However, the gaps between subgroups were shown to have increased rather than decreased with Pasifika student progress being the lowest compared to Pakeha and Asian students. Encouragingly, later reports showed slight Pasifika improvements in 2004 compared to 2003.

By 2005, a study by Irwin and Woodward found that the Numeracy Development Project presented some positive ways forward for teaching mathematics, such as classroom discourses leading to success for students where the teacher set rules for thinking, describing strategies, listening and respecting different strategies. At the end of the two-year project in 2005, Pasifika students were found to be achieving at comparable levels to national averages. Worth noting is this report's finding that teacher's ability to orchestrate classroom discourses through language, high expectations and *"always telling students that they were clever and can do maths"*, helped to raise achievement, and, that teachers fostered a culture of mathematical inquiry that helped to increase students' autonomy in collaborative group work (Hunter cited in Irwin and Woodward, 2005, p. 88).

Some context issues were being considered more seriously than before, such as whether or not the language of instruction is spoken at home and whether poverty considerations are having an affect on achievement. Tunmer, Nicholson, Greaney et al. (2008) analysed the 2001 PIRLS results and suggested that the next PIRLS' results in 2005 would not change significantly if modifications to the government's Literacy Strategy were not made. In this study, they also cite Greaney (2004), arguing that reducing the literacy gap required addressing several issues including the fact that students with

> reading literacy difficulties need more explicit, more repetitive and more focused strategy instruction. (Greaney in Tunmer, Nicholson & Greaney et al., 2008, p. 1)

Their analyses of the 2005 PIRLS results confirmed their earlier prediction and they made several suggestions as to why these results continued. They concluded that Aotearoa New Zealand's wide variation in literacy scores were largely as the result of the

> Matthew (rich-get-richer and poor-get-poorer) effects triggered by a predominantly constructivist, whole language approach to reading instruction and intervention that fails to respond adequately to differences in essential literacy-related language-based knowledge and skills at school entry. According to this view of literacy development, children who do not possess sufficient levels of these essential skills and experiences at the outset of formal reading instruction (and who are not provided with supplementary instruction to overcome their weaknesses in these areas, especially Phonological awareness), will be forced to rely increasingly on ineffective word identification strategies such as using picture cues, partial visual cues, and contextual guessing, the continued use of which leads to negative Matthew effects and persistent literacy learning difficulties. (Tunmer, Nicholson & Greaney et al., 2008, p. 2)

While their study did not specifically mention Pasifika students, their conclusions included Māori students and those from low socioeconomic backgrounds. A large proportion of the Pasifika student population come from low socioeconomic backgrounds and by implication, Pasifika can be said to be included in these discussions. Sometimes interventions produce or perpetuate the Matthew effects where students *"who know or can do more learn more from a new procedure"* (Lai, McNaughton, Amituanai-Toloa, Turner, Hsiao, 2009, p. 32).

Tunmer, Nicholson and Greaney et al., rejected claims that their strategy for reducing inequities in outcomes was based on "deficit theory" that "pathologises" at risk children. They also pointed out that children do enter school with large differences, and that Māori children and those from low socioeconomic backgrounds typically begin school with lower literate cultural capital. They concluded that children entering school with lower levels of "*literate cultural capital need greater amounts of teacher-managed, code-focused instruction"* (Tunmer, Nicholson & Greaney et al., 2008, p. 35).

Encouragingly, some positive results were shown by Fletcher, Parkhill and Fa'afoi (2005) in their Christchurch study on literacy practices for Pasifika students. They found that the achievement scores of children in their study went against the trend seen in the PISA data. However, they were cautious in drawing conclusions about Pasifika student populations more generally due to the localised and smaller sample size of their study. Their conclusions provided clear indications of what was helpful, such as the

> interplay of variables empowered the children to be successful in reading and writing … the study highlights the importance of home-school relationships, the central role of the church and the maintenance of cultural identity for Pasifika people, the centrality of parental support and love, the importance of high expectations from school staff and parents of Pasifika children's success and to a lesser extent the value of an ICT [Information Communications and Technology] supported learning environment. (Fletcher, Parkhill & Fa'afoi, 2005, p. 166)

Other studies such as the "Smithfield Project" (Lauder, Hughes & Watson et al., 1999) and "Progress at School" (Nash & Harker, 2002) have used larger representative ethnic group samples to analyse data such as PIRLS (Nash, 2004). These studies indicated that "ethnicity" tended to sweep-up unaccounted for variances. The more the explanatory model contained variables that relate to family practices, values and attitudes (particularly as they relate to literacy issues such as reading practices and resources), the smaller the direct part played by ethnicity as an explanatory factor of achievement outcomes. The addition of more educationally relevant variables such as level of parents' education (Wylie, 2001b), and, literacy related practices within families and communities (Nash, 2004) reduces or eliminated the explanatory power of ethnicity having a direct effect on literacy achievement. Nash argued that based on his analysis of the PIRLS data, it was literacy practices within families and their communities which were closely related to attainment levels of the 10-year-olds involved in the study. These practices were found differentially distributed in all ethnic groups.

Other studies also found that when other contextual variables were included in the analysis (such as level of parental education, reading and other educational related practices of the home, attitudes to school, motivation), the direct effect of ethnicity as a category affecting achievement declined significantly, in favour of the indirect effects through association with other variables (Wylie, 2001b). Biddulph, Biddulph and Biddulph's (2003) review of the role of family resources in children's achievement throughout their schooling suggested that:

> There is overwhelming evidence … that literacy resources in the home, both material and experiences, are crucial for children's literacy development and achievement. (Biddulph, Biddulph, & Biddulph, 2003, p. 93)

An example of a successful strategy for addressing underachievement in literacy was the Reading Together Programme run by St Joseph's School[42] in 2007, based on a whole-family approach that showed positive gains being made over a relatively short time frame. Reading Together is four workshops run over seven weeks. These workshops focused on teaching parents specific skills to support reading in a collaborative and non-threatening partnership between parents, teachers and children. The children in the Reading Together Programme gained about a level more than their matched pair (acting as a control pair).

> The distribution of the students on standardised measures of achievement in language tends to be positively skewed, e.g. in 2007, only 12% of the students in St Joseph's, compared with 23% in the normal population, fell in the lowest three stanines on STAR, 59% are stanine five or higher on PAT Reading Comprehension, … Reading Together at St Joseph's Primary School facilitated the alignment of school-home links with effective teaching and learning. Positive outcomes included recorded improvements in students' levels of reading comprehension, reports by parents of positive and constructive changes in relationships with their children, and observations by teachers of positive shifts in children's independent reading and relationships between teachers and parents. (Tuck et al., 2007, p. 1)

The successful factors from the Reading Together programme were the ownership of the project by the principal who took the time to learn a lot more about the project and made collaborative decisions together with the senior management team. This team always reviewed the evidence for effectiveness, changed practices as required, focused on curriculum alignment and made sure that resources were targeted where needed. The strong and successful links with parents showed how school and home relationships can help in raising literacy for the whole family, for parents and all their children.

> What we have observed and experienced in this school is a case of parents and the school working constructively together. Some of the positive outcomes have included significant changes in the nature of the interactions among teachers, parents and children, but this should not distract us from … the "core business of a school", … Reading Together facilitated the alignment of school-home links with this core business, through distributed instructional leadership among participants with a high degree of trust and confidence in each other, collaborative decision-making, and a community of teachers who regarded themselves as having collective responsibility for teaching and learning. … The Principal "drove" the process as a "top leader" and "leading learner", but in the context of

[42] St Joseph's School in Otahuhu is a state integrated Catholic Decile One primary school in which nearly 90% of the children identified themselves as either Samoan, Tongan, Cook Islands Māori, Tokelauan or Niuean.

> an integrated professional culture. … Finally, a focus on an informed community and professional learning has been an integral feature of the implementation of Reading Together. The maintenance of this culture is one of the Principal's core functions. (Tuck et al., 2007, p. 46)

Mountain View School provided another example of turning over a failing school, identified as such in the early 1990s. The key issues for raising student achievement were

> accelerating student learning, improving teaching practice, shared accountability, cultural relevance and resourcing. (McLachlan, 2004, p. 3)

McLachlan's work on the Shared Accountability in Literacy Learning (SAILL) Project centred on making sure that educational policy worked for children at her school in ways that did not disadvantage them. Doing this entailed using what McLachlan called the *"close-up personal lens which can often distort clarity"* and the *"distance lens presenting the wider picture"*, similar to Heifetz and Laurie's (2001) balcony, enabling a leader to see the big picture. For McLachlan, the value in using both lenses was

> the close-up for the motivational heart matters, and the distance lens for the rigorous examination and clinical view of the structures and functions of the school. (McLachlan, 2004, p. 2)

The key drivers of the SAILL Project included a focus on students themselves with culturally appropriate processes and a focus on the importance of using research and evidence to drive teaching and learning. Assessment was contextualised to the students, teachers and parent communities, and also drove professional development for teachers. This helped ongoing critical analysis of the results leading to informed practices. Another successful feature was tapping into the cultural contexts of families and children themselves, which helped to tailor teacher practices as well as parent practices. The literacy data for Mountain View School showed that the SAILL project had a positive effect on raising and accelerating student literacy achievement. Mountain View was identified as a "beacon school" and described by other teachers and schools as inspirational, and was awarded the prize of top New Zealand School of the year in 2003.

Analysis of a representative sample of students sitting a variety of achievement tests between 2001 and 2004, found a *"flattening of the reading in the upper years of primary*

school" which is then righted at secondary level. Aotearoa New Zealand seems to be good at teaching reading in the early and mid-primary levels but these results levelled off at upper primary. The analysis brought out the same results for gender, school type and decile, English spoken in the homes and ethnicity, where the same patterns were shown in all these different categories. Hattie's (2007) meta-analysis of 42 reading research projects pointed to the

> importance and value of actively teaching the skills and strategies of reading – students do not learn by osmosis. … Instead there needs to be planned, deliberate, explicit and active programs to teach specific skills and successful reading requires the development of decoding, development of vocabulary, and learning specific strategies and processes … programs … based on skills and strategies are successful. (Hattie, 2007, p. 33)

Studies from the United States showed that their low-income children (same as Year 4/5 in Aotearoa New Zealand schools) experienced a *"slump"* in literacy and that this slump related to word meaning where children (grade 4–7) had the most difficulty with defining more abstract, academic, literary and less common words. Next to decelerate were silent reading and comprehension (Chall & Jacobs, 1983; Chall, Jacobs & Baldwin, 1990; both cited in Hattie, 2007). These students did best on reading tests that relied on context and required understanding, reading comprehension and connected oral reading (Caroll, 1977 cited in Hattie, 2007). A reason that could cause this slump

> is that [students] are less exposed to low frequency unfamiliar words at home and school and this language is more common in reading materials of Year 4 and beyond and is more complex than those used by children in everyday, oral interaction. [Another interesting suggestion is that] on average a 4 year old child in a higher decile family would have accumulated experience with 48 million words spoken to them … a middle decile family, 26 million words … a lower decile family 13 million words. When they are expected to decode unfamiliar words in academic content, which is more likely from Year 5 upwards, this difference is compounded. (Risley & Chall cited in Hattie, 2007, p. 36)

There was expected association between school socioeconomic status and family socioeconomic status (Nash, 2003). On this basis, it could be argued that Pasifika students enter school with lower word frequencies especially if English is their second language. Encouragingly, Aotearoa New Zealand's experience showed a plateauing and not a slump as in the United States studies, and the solutions lie in more considered and evidence-based

approaches to teaching reading, which Pasifika students need to urgently access. However, it is important to remember that Pasifika students might *flat line* and not recover enough at secondary levels to gain NCEA and higher school qualifications.

Sustainability of outcomes is obviously desirable and issues regarding sustainability were discussed by O'Connell, Timperley and Parr in their paper to the ICSEI conference held in Auckland on 6–8 January 2008. The paper tracked students' literacy achievement in 16 schools that exited from a two-year national Literacy Professional Development Programme (LPDP) at the end of 2005. They found variable results, with nine of those schools showing sustainable improvement results, and the authors concluded that a culture of inquiry and coherence may be significant in determining ongoing improvement.

> There is little evidence of a theory of improvement and sustainability emerging from these schools. While there is a general sense that teachers and schools must be evidence-based, this fell well short of the LPDP's core beliefs that enquiry into student achievement must be used to reveal where teachers need to learn more and how adaptations or new practices must be monitored for their effectiveness. Schools in the study generally limited their notion of sustainability to a single project, not recognising the principled knowledge or processes they could transfer to the next learning programme. (O'Connell, Timperley, & Parr, 2008, p. 21)

Elley (2005) found that in the four decades from the 1960s through to 2004, there had been no systemic gains in overall student achievement, though achievement had been stable over this period. This finding was based on comparative analysis of grade levels from Year 3 through to university levels across different measures such as Progressive Achievement Tests (PAT) conducted by NZCER, IEA surveys and NEMP for Year 4 (age 8) and Year 8 (age 12) students. Similarly little progress and change seemed to have been made in some countries (such as the United States) over the past 20 years even though they have had a focus on literacy over this period, prompting Codding to say that

> almost none of the widely advocated reforms – modular scheduling, open space, individualised instruction, different school governance experiments, vouchers, charter schools, the various curriculum reform initiatives – have survived or changed student performance. (Codding, 1997, p. 3)

3.3 Parents, Families and Communities Engagement in Education

The Pasifika population is young, diverse, complex with multiple identities and world views that affect the way they engage and succeed in education. Pasifika learners bring into the education system their values, identities, cultures and languages.

> Responding to the culture and unique reality of students practice is a complicated and sometimes problematic undertaking that is not well-established in education, generally. (Earl, Timperley & Stewart, 2008, p. 97)

There is growing evidence in Aotearoa New Zealand of the significance of culture, identity and ethnicity in educational responsiveness that can lead to successful learning (Bishop, Berryman, Cavanagh, & Teddy, 2007). Pasifika peoples' ideas of engagement in education have traditionally been different to how non-Pasifika communities might have interpreted this relationship. Pasifika families are mainly from cultures that are different from the majority Aotearoa New Zealand culture from which the underpinning values and understandings of an education system originate (Harker & McConnochie, 1985 cited in Gorinski & Fraser, 2006). Smooth transitions between these different worlds can also lead to higher academic success (Coxon, Anae, Mara Wendt-Samu, & Finau, 2002b).

Talanoa ako (consultation) feedback from parents, families and communities, analysed in Chapter Five, had consistently shown a vision of parents and communities aspirations and expectations of wanting to make sure that Pasifika children and young people succeed in education as well as maintaining their strong cultures, languages and identities.

> A causal relationship between aspirations and achievement is widely recognised by the sociology of education. Bourdieu, for example, has argued that students "internalise the odds" of their social group and thus reproduce these "objective chances" imposed by the social structure. Contemporary studies, however, particularly of ethnic minorities, indicate the relationship to be more complex. In New Zealand, the achievements of Pacific students, for example, are generally poor despite their high aspirations. (Nash, 2000, p. 69)

Pasifika peoples' high aspirations and expectations of the education system are played through high trust models. Pasifika parents trust the education system to deliver successful education for their children. As far as they are concerned the role of schools and education services is to educate. Some researchers refer to this as "*respect for teachers and deference to the authority of professional educators*" (Nechyba, McEwan & Older-Aquilar, 1999

cited in Ferguson, Gorinski et al., 2008, p. 36). Pasifika parents' roles have traditionally tended to be in subordinate to schools, many have operated in these ways in their Pacific countries of origin. But they love going to school to watch their children and young people perform cultural activities or attend end of year prize givings. The most obvious example of this is when schools have Pasifika cultural events and evenings, there is often no need to coax Pasifika parents to attend; rather all parents want to see what their children are involved with at school. This is often the best way that parents can support their students' education and the connecting factors are cultural practices and identities.

There is a clear division of roles, schools and teachers are responsible for teaching and parents for supporting, in this case cultural extra-curricular activities. Parents watching their children perform are normal events replicated throughout Pasifika communities such as in church events like White Sunday[43] practiced by a number of church communities across the country. However, there are disconnections between these community activities and school (Fletcher, Parkhill, Fa'afoi and Taleni, 2006). The challenge for the education system is how to leverage off these examples into creating a focus on parent support for learning as well.

Working together collaboratively with other agencies is necessary because the MOE is not the only agency contributing towards improving education outcomes. Children and young people need to be healthy and well in order to attend school, and there is also the effect of undetected hearing and vision impairment on learning. Tiatia's (2004) discussions concerning young people at risk also have wider application at policy and implementation levels. Tiatia showed that joint sector-wide approaches helped to improve services through collaboration in identifying tailored and targeted local solutions to local problems and minimised funding duplications and services. One of Tiatia's conclusions was that integrating services across agencies for students identified as at risk would be even more effective in both solving the existing problems and preventing them arising in the future.

[43] White Sunday or Children's Sunday is practiced by a number of Pasifika church denominations when the Sunday School puts on biblical dramas, sing choruses and recite bible verses for their parents, families and church communities. This is a special day for celebrating children and the work of the church for young people.

Pasifika peoples value relationships and this has been used in the tools created for use in this thesis. The difference is that relationships created for education connections in Aotearoa New Zealand are between different communities of interest such as parents and schools, and, parents and teachers, and most of these are across diverse cultural contexts as well. Many schools have recognised the importance of developing relationships with their parents and have gone about developing these relationships successfully. In recognition that some schools find developing relationships with Pasifika students' parents and families difficult, the MOE implemented the Pasifika School Community Parents Liaison (PSCPL)[44] project. However, an evaluation of PSCPL was inconclusive about the project's contributions towards Pasifika student achievement due to the myriad of projects implemented by some PSCPL clusters and not having good documentation and data about outcomes. Clusters though did report positive effects on Pasifika students' emotional well-being and increased family interaction with schools (Gibbs & Poskitt, 2009). Other researchers have identified that effective relationships between schools and parents are prerequisites for learning (Hawk, Tumama Cowley, Hill, & Sutherland, 2005), and that they are important in raising achievement (Gorinski, 2005; Gorinski & Fraser, 2006). Parents and families can contribute to improvements in literacy achievement (Phillips, McNaughton, & McDonald, 2004; McLachlan, 2004; Tuck et al., 2007).

Gorinski and Fraser (2006) found that a number of barriers limited schools' ability to develop successful relationships with parents and families. These include

> barriers associated with notions of culture and acculturation; language needs and deficiencies; strained economic resources (both those of families and those of government); parents' uncertainties, and schools' preconceptions. (Gorinski & Fraser, 2006, p. 2)

Effective strategies for building connections and relationships with parents included parents' involvement as tutors and running workshops for parents (Gorinski, 2005). These strategies have been found to be successful (McLachlan, 2004; Tuck et al., 2007), involving joint relationships and co-construction of shared knowledge (Airini, 1998, Bishop, 2003,

[44] First known as the Pacific Islands School Community Liaison (PISCPL) project, the name later changed to Pasifika School Community Liaison (PSCPL) project

both cited in Gorinski & Fraser, 2006; Podmore & Sauvao, 2003). Schools draw in parents as co-educators, engaging them and increasing their capacity to support students learning.

Other strategies included collaborations where parents are educated to participate in decision making about their children's education, promoting a family friendly philosophy within schools (Mead et al. (2005) in Gorinski & Fraser, 2006). Teachers and schools needed to involve parents more regularly (Dunlop, 1989; Nakhid, 2003; Podmore & Sauvao, 2003; Alton-Lee, 2003; Bidulf, Bidulf, & Bidulf, 2003).

There is no doubt that parents and families can play strong roles towards successful education (Dunlop, 1989; Woodhill, Bernhand, & Proncher, 1992, and, Parr, McNaughton, Timperley & Robinson, 1993 both cited in Sauvao, Mapa, & Podmore, 2000). Biddulph, Biddulph and Biddulph (2003) explained that the interaction between school environments, school "culture", and the culture of home and community go some way towards explaining some of the issues of underachievement. This means that it is necessary for students, their families and communities' cultures to be understood and supported by schools, and it is also necessary for the culture of the school to be understood and supported by families and communities if progress is to be made. School and home cultures both have values, attitudes and motivations that underpin and shape their behaviours.

Certain characteristics also affect achievement, such as ethnicity, parents' education and low income. Ethnic effect is indirectly related to some school achievement factors through the co-association of ethnicity with such factors as level of parents' education (where some parents may not have attended school before they migrated to Aotearoa New Zealand), family resources (such as Pasifika homes not having a lot of English reading materials available), and health factors (such as undetected hearing loss), among other factors, have been shown to affect achievement (Wylie, 2001b; Rubie-Davies, Hattie, & Hamilton, 2006; Gilbert, 2008). While numerous research point to ethnicity not directly relating to achievement, schools in Aotearoa New Zealand still find a lot of Pasifika students underperforming, many from low socioeconomic backgrounds as well. Interestingly, some Pasifika communities, while economically disadvantaged, often feel that they are not disadvantaged at all. Definitions of disadvantage, especially socioeconomic disadvantage,

are often created from outside Pasifika communities who may value sociocultural advantages above socioeconomic ones.

Helu Thaman (1994) suggested that differences between home and school values go some way towards explaining how these differences can affect pedagogy and achievement.

Table 10: Value Emphases

School	Home
emphasis on the secular	emphasis on the spiritual
emphasis on universals	emphasis on specifics
emphasis on originality	emphasis on conformity
emphasis on equality	emphasis on rank and authority
emphasis on independence	emphasis on interdependence
emphasis on individual rights	emphasis on others' feelings
emphasis on nuclear family	emphasis on all blood ties
emphasis on enquiry/criticism	emphasis on restraint

Adapted from Helu Thaman, 1994, p. 6

Understanding these value differences helps teachers to understand more about the contexts and ways of thinking and behaviour of Pasifika students. Spirituality is an important value for Pasifika communities, which is probably why there is an over representation of Pasifika students in integrated schools or schools run by church denominations such as Catholic or Anglican. When education discourses refer to parents and families, it is about the nuclear family and for Pasifika communities, this is about the extended family where everyone can contribute to children's upbringing, welfare and education. The issues raised by Helu Thaman above, and extended in this thesis, are still relevant for Pasifika peoples now born in Aotearoa New Zealand who want the best of all worlds: successful education and retention of their cultural heritages and traditions.

Quality home school relationships can also be affirming of students and parents' cultures and identities, and quality teaching respects and affirms cultural identity. These are founded on:

- Quality teaching effects are maximised when supported by effective school-home partnership practices focused on student learning. School-home partnerships that have shown the most positive impacts on student outcomes have student learning as their focus.

- When educators enable quality alignments in practices between teachers and parent/caregivers to support learning and skill development then student achievement can be optimised.
- Teachers can take agency in encouraging, scaffolding and enabling student/parent/caregiver dialogue around school learning.
- Quality homework can have particularly positive impacts on student learning. The effectiveness of the homework is particularly dependent upon the teacher's ability to construct, resource, scaffold and provide feedback upon appropriate homework tasks that support in-class learning for diverse students and do not unnecessarily fatigue and frustrate students. (Alton-Lee, 2003, p. vii)

The finding that parents and schools need to work closer together is not new. Dunlop (1989) found that Samoan parents lacked knowledge and understanding of school practices such as teaching styles. Samoan parents also considered the teacher to be the most crucial element in their children's learning yet Dunlop found that little liaison between teachers and parents existed. Bidulf, Bidulf and Bidulf (2003) also found that parental involvement in their children's education can have a significant positive effect on student achievement. Parents having high expectations, who understand how learning occurs, who can provide a variety of learning resources alongside involvement in the home, can have a positive effect on achievement. Parent programmes help, especially for those most at risk, but need to be respectful of home cultural contexts.

Pasifika peoples often find it difficult to influence schools directly, so creating opportunities for conversations and dialogue about achievement provides a mechanism for engagement between parents and schools (Alton Lee, 2003; Biddulf, Biddulf, & Biddulf, 2003). There is obviously a need for more effective school and community partnerships (Glynn, in Spence, 2004), more inclusive pedagogies and bilingual competence to realise student and community expectations.

An example drawn from Māori is the successful parents and whānau movement, the te kōhanga reo movement, successfully driven by Māori committed and resolved to making sure this worked for Māori children and their families (Kepa and Manu'atu, 2006). The te kōhanga reo movement has strengthened over the years and Māori language is spoken by more people than ever before. Manu'atu (Kepa and Manu'atu, 2006) in discussing the success of pō ako, Tongan homework centres, suggested that this success was also due to

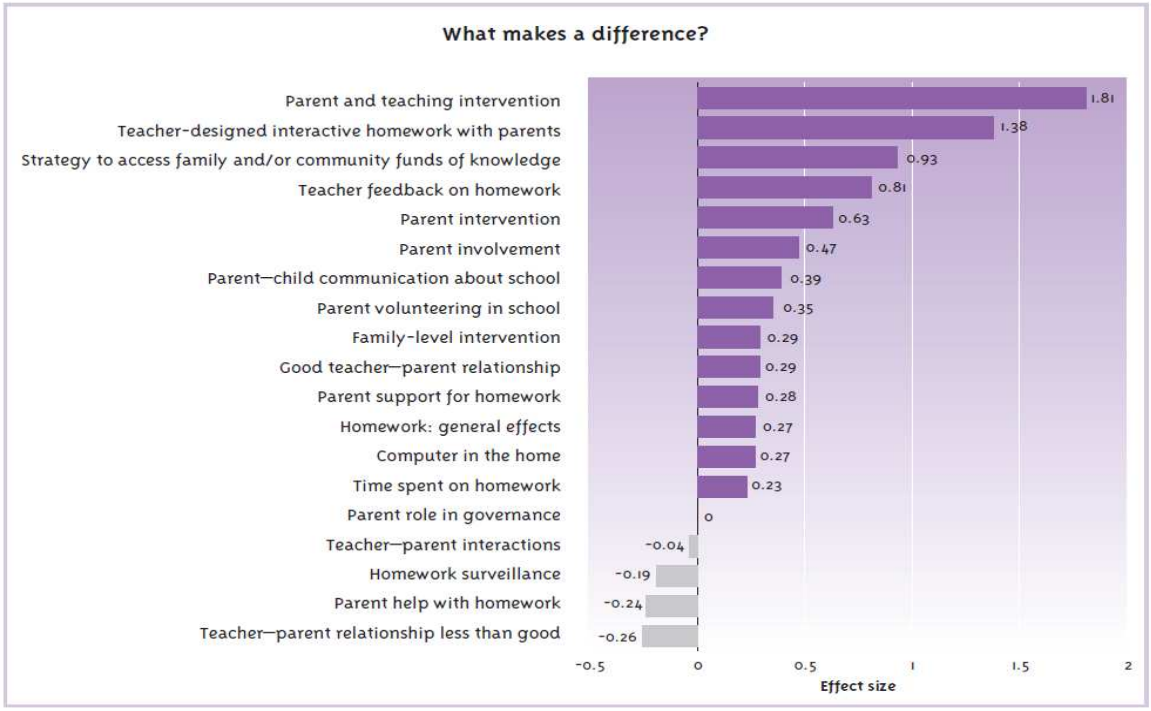
parents' strong involvement, making sure that students turned up to the homework centre, provided refreshments and engaged themselves in pō ako activities.

Analysis of Aotearoa New Zealand studies show that effective teaching and education providers play a pivotal role in raising achievement through encouraging community engagement in education and that

> family influences account for between 40–65% of the variance in outcomes … [and] in partnership with quality teaching, they become the most influential point of leverage on student outcomes. (Alton-Lee, 2003, p. 2)

School leadership can also drive the creation of educationally powerful connections between schools, families and communities (Robinson, Hohepa, & Lloyd, 2009). The figure below lists the connections that showed the most effect on outcomes, posing challenges to long-held beliefs about the value of some of these connections, such as the value of homework, though it showed that parent and teaching interventions made the biggest influence on achievement.

Figure 36: The Educational Effect of Making Connections Between Schools, Families/Whānau, and Communities



Robinson, Hohepa, and Lloyd, 2009, p. 45

Some connections such as parent help with homework show a negative effect, though when teachers work together with parents to design what the homework might be, the effect of that connection is shown to be positive. This is hardly surprising given Pasifika parents angst about helping with homework, especially those that do not have the necessary skills. Parent interventions, parent involvement and parent support for homework all show positive effect sizes. They observed further that it is important to note which connections had the most effect on achievement and

> that the connection is most important where the gap between the educational culture of the school and the home is wide. (Robinson, Hohepa, & Lloyd, 2009, p. 45)

3.3.1 Expectations

Expecting the best of students by themselves, parents, families and teachers is an important determinant of success (Fergusson, Lloyd, & Horwood, 1991). In comparing teacher expectations with actual student achievement across Māori, Pasifika, Asian and Aotearoa New Zealand European students, St George (1983) and Stoddard (1988) both cited in Rubie-Davies, Hattie and Hamilton (2006) found that teachers tended to have lower expectations of Māori students compared to other ethnicities. As a consequence, Māori students achievement in reading performance were lower. On the other hand, teachers' expectations of Pasifika students' achievement were similar to their expectations of non-Pasifika and Asians. They found that Pasifika students' achievements were high at the beginning as well as at the end of the year and that having high expectations resulted in high achievement. Rubie-Davies, Hattie and Hamilton (2006, p. 439) concluded that *"ethnicity may be a factor in teachers' expectations independent of social class and student achievement"*.

They also suggested this might be due to certain teachers believing ethnic stereotypes such as Pasifika students coming from strict disciplinarian homes where church and family are important, and, parents care about their children and their education. However, they acknowledged the limitations of their study and suggested that further work was needed to clarify the effect of some of these issues on achievement.

Similar trends are well documented in international studies on the relationship between

lowered teacher expectations, ethnic minority students and achievement such as in the United States regarding African-American students and in the United Kingdom (Ennis 2006, Swann 1985, Pellegrini & Blatchford 2000 all cited in Rubie-Davies, Hattie and Hamilton et al., 2006). In Aotearoa New Zealand, the poor academic performance of Pasifika students is also well documented (Wagemaker, 1993; Fergusson, Lloyd, & Horwood, 1991; Hattie, 2003), and many studies have attributed students' low achievement to their socioeconomic status.

Fancy pointed out that

> 80% of students identified their relationship with their teacher as the most critical influence over their learning, whereas 60% of teachers considered home and family background as the major influence. (Fancy, 2006c, p. 27)

When teachers were confronted with this evidence, and, supported by professional development, they recognised that they could make a powerful difference for students, and that differences in student and teacher perceptions and expectations needed deliberate focus.

3.3.2 Culture, Language and Identity

Maintenance of Pasifika cultures and languages are important to Pasifika peoples in Aotearoa New Zealand, being host to large groups of Pasifika peoples whose voices are increasingly demanding more cultural and language responsiveness from the education system. This country's unique relationships with countries of the Pacific region, ranging from formal agreements with Tokelau, free associations with Niue and Cook Islands, the Treaty of Friendship with Samoa, and special relationships with other countries mean that there are ongoing language relationships. The majority of the Cook Islands, Niuean and Tokelauan populations reside outside of those countries, mainly in Aotearoa New Zealand, and this has implications for language learning.

Spence (2004) traced the history of language policies in the New Zealand curriculum and identified that the need to develop a comprehensive languages policy dated back to the early 1990s following the publication of Aoteareo: Speaking for Ourselves, released by the MOE as a discussion document in 1992. However, the devolutionary practices of the time

seemed to have made this document silent, although its priority areas have been picked up through different agency, policy and implementation streams.

The *New Zealand Curriculum Framework/Te Anga Marautanga ‘o Aotearoa* (NZCF), published in 1993, in the learning area Language and Languages/Nga Reo provided the policy base for language learning in schooling.

> Students whose mother tongue is a Pacific Islands language or another community language will have the opportunity to develop and use their own language as an integral part of their schooling. (Ministry of Education, 1993, p. 10)

This policy base has facilitated the development and release of Pasifika language curriculum guidelines in Samoan (1996), Cook Islands Māori (2005), Niuean (2007), Tongan (2007) and Tokelauan (2009). Supporting materials have been developed and published in Samoan, Cook Islands Māori, Tongan and Niuean, and, Tokelauan is still being developed. Teacher professional development is also offered to help teachers use the guidelines and implement language programmes.

Lameta-Tufuga (1992), in her study of high school students, showed that Samoan students with limited English proficiency achieved at a higher level, learned more and retained more information when Samoan language was used in discussions. This enabled students to use broader linguistic skills to explore and clarify concepts, resulting in deeper understanding of their work and clearer reporting of information. Code switching from English to Samoan and vice versa often meant more repetition of concepts, leading to greater focus on essential information, resulting in better retention.

Spolsky (1990) suggested that few children arrive at school speaking the language expected by the school and proposed two principles on which schools should base language programmes. These are the rights of the individual to equality of educational opportunity and the rights of individuals and groups in a multilingual community to maintain their language if they so choose. These principles have become fundamental to the push by Pasifika teachers and parents for establishing bilingual units in schools. This is perceived as a way of increasing educational opportunity, improving low achievement and maintaining

Pasifika languages for Aotearoa New Zealand-born Pasifika children. Cummins and Miramontes (1989) descriptive study of four low-achieving Hispanic bilingual students found these students used both languages and showed the ability to successfully express themselves in various contexts both socially and cognitively.

Many of the skills acquired by students in one language have been shown to be transferable to other languages (Benton, 1986; Holmes 1987 cited in Taumoefolau, Starks, Bell and Davis (2002); Cummins, 2000; Dunlop, 1989; Tuafuti and McCaffery, 2005; May, Hill and Tiakiwai, 2006) and, these contribute to achievement.

A study of Pasifika languages in Counties Manukau confirmed that Pasifika language maintenance remains a key focus for Pasifika communities (Taumoefolau, Starks, Bell, & Davis, 2002). Counties Manukau has the biggest concentration of the Pasifika population and many of the language issues raised will not disappear. Positive attitudes to language are important so that communities are confident to engage with that language at all levels such as community leaders, professionals and the media. All need to continue to use community languages so that young people receive adequate exposure to these languages. This study also found a strong trend to English as a first language especially by Niuean and Cook Islands participants and they posit that there are strong relationship between early language acquisition and language proficiency. Tagoilelagi-Leota, McNaughton, MacDonald and Farry (2003) found the same trends, *"after one month at school there were indicators of faster progress in English and slowing down of progress in L1"* (p. 161).

Taumoefolau, Starks, Bell and Davis (2004) suggested that Pasifika language maintenance is important though it must take place within bilingualism and biliteracy in both the Pasifika and English languages. For language maintenance to succeed acquisition in the declining language (usually the home or community language) needs to take place and this requires

> 'comprehensible input' – the languages need to be spoken in the home, at community events, and in schools. Homes where there is already a loss of the community language will need alternative means of gaining input, such as from recordings and reading material. Schools that teach Pasifika languages need to provide plenty of audio, visual and written material and give special care to children who receive little input at home. Within the school system, the teaching

> may be either immersion or dual medium bilingual education, and the emphasis should be on language 'acquisition' rather than learning, and the input must be in the Pasifika language, with teaching in English kept to a minimum. (Taumoefolau, Starks, Bell, & Davis, 2004, p. 54)

Music is another area where language development can happen easily. Listening to music is both pleasurable as well as helping in learning languages and music also motivates students. Listening to lyrics can improve comprehension skills, pronunciation skills, increase vocabulary and speech patterns (Farrug, 2008; Lynch, 2009). Songs automatically put language into a context and students begin to pick up vocabulary and complex expressions that they might not otherwise come across. Some songs can be used to teach specific vocabulary, such as young children singing "Head, Arms, Knees and Toes" to learn the parts of the body. Other songs can help teach verb endings, possessive adjectives, days of the week, months of the year, prepositions, weather expressions, and any other kinds of language that can be memorised through teacher-created rhymes, chants, and songs that can help students memorise grammar and vocabulary.

Brown and Lamb (2004) found that students were fascinated with the challenge of singing in any language. Music and language are linked in Gardner's (1983) theory of multiple intelligences, reproduced here by Myers. There are eight basic ways that people are "smart", which is defined as the strengths that each learner has in acquiring new information. The eight intelligences are:

- Linguistic intelligence (word smart)
- Logical-mathematical intelligence (number/reasoning smart)
- Spatial intelligence (picture smart)
- Bodily-kinesthetic intelligence (body smart)
- Musical and Linguistic intelligence (music and language smart)
- Interpersonal intelligence (people smart)
- Intrapersonal intelligence (self smart)
- Naturalist intelligence (nature smart). (Myers, 1999, p. 5)

Myers added spiritualistic intelligence to Gardner's list, intelligence that Pasifika learners would readily identify with, that is, having compassion, valuing contributions of all school members and its communities. Knowing these different intelligences and student strengths would provide ways for Pasifika students' needs to be comprehensively addressed in the

learning and teaching interface. By using multiple intelligences a teacher can present content using a variety of activities based on students' strengths.

> An example is in a social studies lesson on the Great Depression, a teacher may engage students with logical-mathematical intelligence by presenting a problem that a family faced due to their income and the things they needed to buy to survive. To engage students with interpersonal intelligence, the teacher may want to set up group work or role play activities. Musical and linguistic intelligence could be supported by listening to and analyzing popular songs from the times. Every person has these intelligences, but we all have our preferences and strengths, so a lesson plan that includes a variety of activities is bound to capture students' attention and facilitate learning. (Robertson, 2006, p. 2)

Children whose linguistic intelligence (verbal intelligence) is highly developed find it easier to write and communicate orally and they master words quickly and write well. They enjoy reading, writing and telling stories and skills such as learning a new language, explaining instructions and verbal memorization come easily to them.

Bilingual education is an area that has created much debate over the years. Māori bilingual education movements have shown what can be done in Māori, and Pasifika peoples aspire for the same provisions. In the early 1990s, there was more awareness of Māori education issues but not many schools were aware of the issues regarding Pasifika education. It was clear to a number of people (Hirst & Slavik, 1990; Douglas, 1993), that many Māori placed their hopes in bilingual education as a vehicle through which they can achieve socially, politically, economically, educationally and linguistically. These aspirations seem to be coming to the fore for Pasifika peoples particularly now that there are more Pasifika peoples born in Aotearoa New Zealand.

Stockwell,[45] reported in *"Māori and Pasifika Language Demand for Education Services"* (1995) that half the Pasifika parents surveyed aspired to their children being confident users of their Pasifika language as well as English. The report showed that Pasifika peoples placed a high emphasis on, and interest in their own language and culture, which is significant for the future possible demand for language services and school types in New Zealand. The survey also found that

[45] For this report, Stockwell interviewed 550 Pasifika people from Manukau City and the greater Wellington region.

> the largest single preference (38%) by parents was for a bilingual English/Pacific approach to primary schooling … reasons for favouring the bilingual approach included … enhance family and community communications. (Stockwell, 1995, p. 6)

For bilingual education to be effective school leadership must be leading change, ideally teachers need to be fluent in a Pasifika and in English languages. Research finds that it takes longer to learn a second language to the same academic levels as a first language, usually six years, and biliteracy is also shown to be associated with academic success (May, Hill, & Tiakiwai, 2006). Pasifika bilingual education could draw parallels from kura kaupapa Māori schools in which there is transfer of Te reo Māori, Māori knowledge, Māori pedagogy and Māori administration practices into school systems, but still delivering the school curriculum (Waho, 1993). Lambert (1997), in his discussion of additive bilingualism, provided further support for bilingual education being a vehicle for better student success in education.

Pasifika bilingual education has found support within local schools which have recognised the needs of their Pasifika students and communities and are responding by establishing bilingual units. However, it would be advantageous for schools and Pasifika bilingual units to take heed of the warning by Cummins and Swain (1986) that establishes the central role of the child's first language. It is important that in all aspects of students' educational development, to make sure that the student's first language or home language is developed well before learning a second language. This suggests that the first language (home language or mother tongue), is instrumental in the emotional and academic well-being of the child and therefore should be a priority in the early years of schooling. Investigations into the effect of bilingual education on early reading acquisition (Wesseling, 1994) also showed a positive correlation.

Others have highlighted the responses of government departments to bilingual education as disgraceful (McCaffery, 1999), yet there is a large body of research that pointed to the quality of the evaluations not providing sufficient information on the effectiveness of bilingual education. Lam (1992), discussed the lack of sound and practical guidelines as a cause of inferior quality of evaluation and Lam goes on to highlight the inadequacies found by Zappert and Cruz (1977), when they reviewed approximately 600 official bilingual

evaluation reports in the United States prior to 1978, and found that only 3% of these were methodologically sound.

Strong home environments, language and cultural expertise are positive prerequisites for successful learning (Utumapu, 1992; Pasikale, 1996; Dickie, 1997). Some studies have also highlighted the discrepancy between the lively personalities and education aspirations of Samoan students, and their actual academic results in mainstream education (Lloyd, 1995).

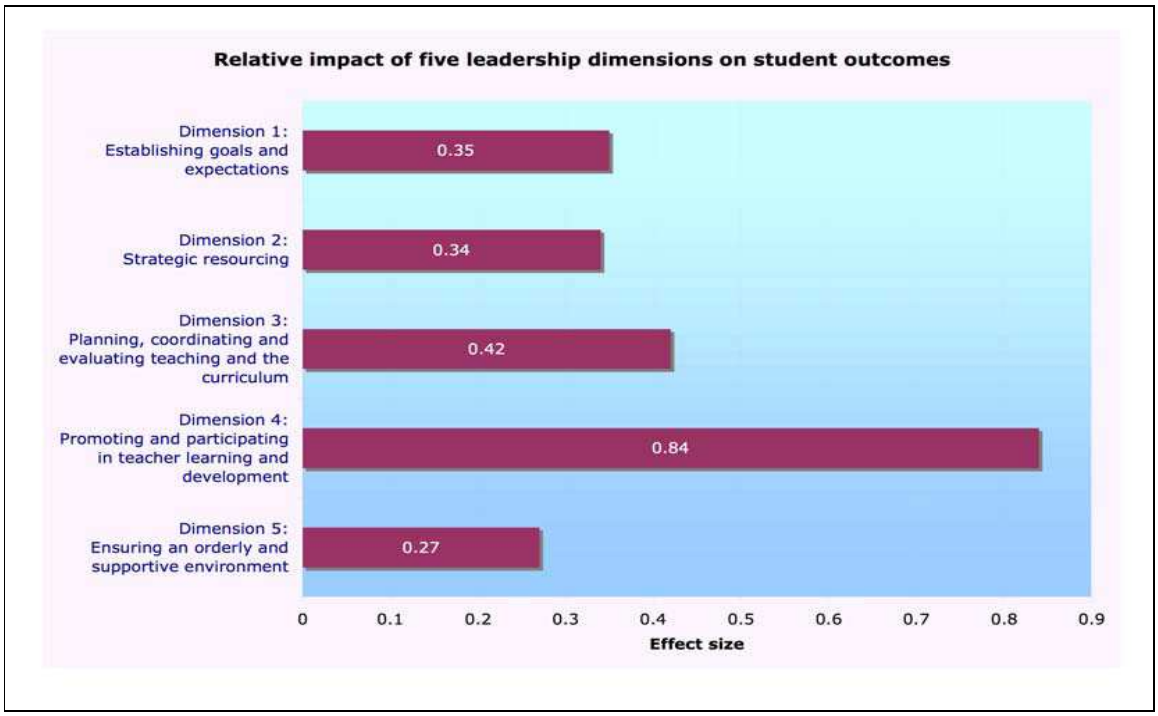
3.4 Governance and Leadership

School leaders, including board members, principals and teachers, can make a difference to student achievement and well-being. Robinson, Hohepa, and Lloyd (2009) used "forward mapping and backward mapping" strategies in meta-analysis for detecting the effect of leadership on outcomes, important in making sure those connections were better understood and not interpreted in silos.

> Forward mapping drew on studies that inquired into how leadership impacted on school conditions that indirectly impacted on student outcomes. Backward mapping drew on studies that inquired into how interventions in teacher professional learning, Māori-medium and school-community partnerships impacted on school conditions that indirectly impacted on student outcomes, and then extracted from those descriptions of leadership. (Robinson, Hohepa, & Lloyd, 2009, p. 36)

Robinson, Hohepa and Lloyd identified five leadership dimensions that affect student outcomes. Dimension 4, *Promoting and participating in teacher learning and development*, showed the largest effect size, twice that of any of the other dimensions. The leadership dimensions and the effect sizes on student outcomes are shown in the Figure 37 below.

Figure 37: The Five Leadership Dimensions



Robinson, Hohepa & Lloyd, 2009, p. 39

They also found that the effect of pedagogical leadership which emphasised educational purposes was nearly four times that of transformational leadership which emphasised relationships, leading them to conclude

> that pedagogically focused leadership has a substantial impact on student outcomes. The more leaders focus their influence, their learning, and their relationships with teachers on the core business of teaching and learning, the greater their influence on student outcomes. (Robinson, Hohepa. & Lloyd, 2009, p. 40)

Interpreting effect sizes is important in understanding the above discussions. Cohen (1988) suggested that an effect size of .20 can be considered small, an effect size of .50 medium, and an effect size of .80 large. When interpreting the above figures, it is important to realise that the size of the effect is not the only criterion by which to compare interventions, length is another factor to consider. Some of the shorter interventions had significant effects relative to their duration. In general, professional development that continued in some form for one to two years – often after initial intensive teacher engagement – was found to have the greatest effect on student outcomes (Alton-Lee, 2008).

In her paper "Designing and Supporting Teacher Professional Development to Improve Valued Student Outcomes", presented at the Education of Teachers Symposium at the General Assembly of the International Academy of Education in Cyprus, Alton-Lee (2008) discussed the meaning of the dimensions in the figure above, and the number of studies that contributed to the effect sizes, summarised in the table below.

Table 11: The Meanings of the Five Leadership Dimensions

Leadership Dimensions Derived from Studies of Effects of Leadership on Student Outcomes		
Leadership Dimension	**Meaning of Dimension**	**Effect size**
1. Establishing Goals and Expectations	Includes the setting, communicating and monitoring of learning goals, standards and expectations, and the involvement of staff and others in the process so that there is clarity and consensus about goals	**Average ES = .35** *(SE = .08)* *49 effect sizes from 7 Studies*
2. Strategic Resourcing	Involves aligning resource selection and allocation to priority teaching goals. Includes provision of appropriate expertise through staff recruitment	**Average ES = .34** *(SE = .09)* *11 effect sizes from 7 studies*
3. Planning, Coordinating and Evaluating Teaching and the Curriculum	Direct involvement in the support and evaluation of teaching through regular classroom visits and provision of formative and summative feedback to teachers. Direct oversight of curriculum through school-wide coordination across classes and year levels and alignment to school goals	**Average ES = .42** *(SE = .07)* *79 effect sizes from 7 studies*
4. Promoting and Participating in Teacher Learning and Development	Leadership that not only promotes but directly participates with teachers in formal or informal professional learning	**Average ES = .84** *(SE = .14)* *17 effect sizes from 6 studies*
5. Ensuring an Orderly and Supportive Environment	Protecting time for teaching and learning by reducing external pressures and interruptions and establishing an orderly and supportive environment both inside and outside classrooms	**Average ES = .27** *(SE = .09)* *42 effect sizes from 8 studies*

> By far the highest effect size is associated with the role of school leaders in promoting and participating in teacher professional learning and development. Further analysis suggests that, by doing this, school leaders not only deepen their own pedagogical knowledge and understanding but they also develop the understandings necessary to create and sustain the conditions for improved practice in their schools. (Alton-Lee, 2008, p. 3)

This is a strong call for school leadership to play a central role in embedding a professional inquiry model into teaching practice, and for school leaders to actively develop shared commitment to goals that involve improving student outcomes and to actively promote and

lead professional development (Alton-Lee, 2008; McLachlan, 2004; Tuck et al., 2007; O'Connell, Timperley, & Parr, 2008; Greenwood, Fletcher, Parkhill, & Grimley, 2008; Robinson, Hohepa, & Lloyd, 2009). Effectiveness is linked to leadership in creating and sustaining the conditions for ongoing, outcomes-focused professional inquiry and learning in schools. These conditions include enabling teachers to process new learning with others and providing teachers with multiple opportunities to learn and apply their new understandings in practice (Lai, McNaughton, Amituanai-Toloa, Turner, & Hsiao, 2009).

3.4.1 Types of Schools

School governors and leaders can influence the types of schools they want to promote. Dean Fink, in his presentation to the New Zealand Principals' Federation Conference (1998), suggested ways for developing a school's capacity for change. He proposed the change frames as a way of looking at change through multiple lenses. These are the:

- purpose frame, investigates why change and does the change make a positive difference for students
- structural frame, how to shape relationships
- culture frame, requires schools to look at both the content and forms of their cultures
- emotion frame, about feelings and understanding other people, teaching and learning are profoundly emotional activities
- political frame, power and its distribution in schools, can work positively to advance the organisation's purposes
- organisational learning frame, creating better learning for students, better professional learning for teachers and ways for teachers and parents to be learning from each other
- leadership frame, formal and informal leadership and how they foster organisational development and learning. (Fink, 1998, pp. 1A, 2A)

The above frames help school leaders to lead change through the use of multiple lenses and making sure that purpose is well known and that structural capacity within the school is aligned to achieve outcomes. Looking at change through multiple lenses also makes sure that school leaders do not lose sight of the multiple influencers on learners and schools. Fink went on to talk about the characteristics of effective schools and the five types of schools that are found in education systems. Stoll also talked about the typology of schools at the Combating Failure at School conference in Christchurch in 1998. These types of schools are shown in the Table 12 below.

Table 12: Types of Schools

Moving	Cruising	Strolling	Struggling	Sinking
• Boost student's progress • Working together to respond to changing context and keep developing • Know where they're going • Have the will and skill to get there	• Appear to possess many qualities of school effectiveness • Usually high SES • Pupils achieve in spite of teaching quality • Not preparing students for a changing world	• Neither particularly effective nor ineffective • Moving at an inadequate rate to cope with the pace of change • Ill-defined and sometimes conflicting aims inhibit improvement	• Ineffective and they know it • Expend considerable energy to improve • Unproductive 'thrashing about' • Willing to try anything • Will ultimately succeed	• Ineffective – isolated, blame, self reliance • Staff, through ignorance or apathy, unable to change • Often low SES – blame parenting • Need dramatic action and significant support

Stoll & Fink, in Fink, 1998, p. 7A

Types of schools and their characteristics show the variety of provision available in school systems and schooling improvement initiatives, among other initiatives, were implemented to improve the situation. According to Fink and Myers' (cited in Fink, 1998) classifications, struggling schools are those that know they are ineffective and spend a lot of their energy trying to improve themselves by trying anything and everything possible. While these schools will ultimately succeed, they spend too much time and energy trying out a lot of initiatives. These schools are always busy, thinking that the problems could be resolved by doing more without examining the effectiveness of what is already under way. These issues were noted in the first Strengthening Education in Mangere and Otara evaluation (Timperley, Robinson, & Bullard, 1999). A significant proportion of the Pasifika student populations are located in schools in Mangere and Otara.

Ineffective schools are isolated, blame others for their demise and rely on themselves. There is staff inactivity through ignorance or apathy, there is inability to change, they often have low socioeconomic status, and place blame on parents. They need dramatic action and significant support (Fink and Myers cited in Fink 1998). At the 1999 Innovations for Schooling Effectiveness Conference, Professor Kate Myers presented nine characteristics of intelligent schools shown in the table below.

Table 13: Characteristics of Intelligent Schools

Contextual intelligence	- Understands the relationship between the school and the wider community - Able to read internal and external context - Flexible and adaptable and knows 'no quick fixes'
Strategic intelligence	- Uses contextual intelligence to establish clear goals - Establishes shared aims and purposes - Puts vision into practice through planned improvements
Academic intelligence	- Emphasises achievement and scholarship - Values pupil's engagement in and contribution to learning - Values and promotes teachers' learning - Encourages the 'can do' factor
Reflective intelligence	- Monitors and revaluates the work of the school - Uses data to judge effectiveness an plan improvement - Uses data to reflect, in particular, on pupils' progress and achievement
Pedagogical intelligence	- Emphasises learning about pupils' learning - Learning and teaching regularly examined and developed - Challenges orthodoxies
Collegial intelligence	- Staff see themselves as learners together - Teachers work together to improve practice in the classroom
Emotional intelligence	- Values expression of feelings - Understands others and how to work cooperatively - Individuals understand themselves
Spiritual intelligence	- Has compassion - Values the development and contribution of all members of the school and its community - Creates space to reflect on ultimate issues
Ethical intelligence	- Has clear values and beliefs - Has a sense of moral purpose and principle - Is committed to access and entitlement for all - Has high but not complacent self esteem

Adapted from Myers, 1999, pp. 10–13

Even for intelligent schools, change takes time and a schools' capacity for change will vary (Myers, 1999). Change is complex and needs to be well led and managed with teachers being active agents of change and the main focus of the change needs to be students (MacGilchrist, Myers, Reed, & Chapman, 1997 cited in Myers 1999).

Pasifika students need intelligent schools. However, against a "no quick fixes" mentality that seem to be accepted by many, Ferguson, Gorinski et al. (2008, p. 51) claim that change

can be *"achieved in a relatively short time"* as long as there are coordinated policy, implementation and research-informed teacher professional learning. Examples of successful projects include Reading Together (Tuck et al., 2007), SAILL (McLachlan, 2004) and ECPL (Phillips, McNaughton, & MacDonald, 2001) and common features of these initiatives were the close matches between the focus and activities, professional development and its purpose, and working together with parents and families. These initiatives show that change and improvement can happen within relatively short periods of time, and that these initiatives worked for Pasifika students, as they were implemented in schools with significant numbers of Pasifika students. Other evaluations show that not only have achievement been raised they can be sustained as well. Lai, McNaughton, Amituanai-Toloa, Turner, and Hsiao (2009) concluded in their evaluation of research and development on raising reading comprehension in schools with large numbers of Pasifika students, located in low socioeconomic areas that:

> The low achievement results for such students are neither inevitable nor immutable. Rather, with effective instruction from contextualized evidence of teaching and learning and with systemic collection, analysis, and discussion of evidence that is acted on to change practices, culturally and linguistically diverse students can succeed. Most important, the acceleration criterion enables us to better judge what it will take and how long it will take to achieve equitable outcomes for all our students. (Lai, McNaughton, Amituanai-Toloa, Turner, & Hsiao, 2009, p. 53)

Discourses on school effectiveness and improvement are important in finding ways to raise Pasifika achievement further. Townsend, as editor of the *"International Handbook on School Effectiveness and Improvement"*, traced the history of the International Congress on School Effectiveness and Improvement (ICSEI) movement and the substantial progress that had been made over the years. Some of the key research findings included:

- Given appropriate conditions, all children can learn;
- A rejection that good schools and bad schools are related to the socioeconomic status of the area they are in;
- Rejecting the thinking that failure was based not on school value adding but on outside influences, blaming the victim for the shortcomings of the school;
- Better schools are better linked structurally, symbolically and culturally-coordination between the curriculum, teaching and the organisation within the school. (Murphy, in Townsend, 2007, p. 3)

According to Townsend, the international research on school effectiveness indicated that

> about 40% of the variance in student achievement can be linked to what happens in the classroom and around 10% can be linked to the school, which indicates that around 50% is linked to the students themselves. Since the student is a product of their personal achievement potential (heredity) and their past experiences (environment) then we need to maximise our understanding of these two things. (Townsend, 2007, pp. 947–48)

Since the early 1980s, the international focus of improvement and effectiveness were on leadership, instructional focus, climates conducive to learning, high expectations and consistent measurement of pupil achievement (Edmonds 1979, cited in Townsend, 2007). The 1990s saw acknowledgment that effectiveness must be considered alongside the context in which the school was located (Hallinger & Murphy, 1996), and that school performance can vary over time (Nuttall, 1992 cited in Townsend, 2007), that not all effective schools are effective in all areas (Mortimore et al., 1988 cited in Townsend, 2007), nor effective for all students (Nuttall, Goldstein, Prosser and Rasbash, 1989, cited in Townsend, 2007). Both school effectiveness and school improvement are fundamental to schools' practices (Townsend, 2007).

Fullan's article on "The Three Stories of Education Reforms" provided insights into the factors that contribute to the successful implementation of large scale reforms, whose enemies were overload and extreme fragmentation. These he called the:

> 'inside' story – what we know about how schools change for the better in terms of their internal dynamics … the "inside-outside" story – what effective schools do as they contemplate the plethora of outside forces impinging on them and … the 'outside-in' story – how agencies external to the school organise themselves to be effective in accomplishing large-scale reform at the school level. Taken together, these three stories provide a powerful and compelling framework for accomplishing education reform on a scale never before seen. (Fullan, 2000, p. 581)

The *inside story* built on the finding that more successful schools have teachers and administrators forming professional learning communities and were focused on student work (through assessment) and change their instructional practice accordingly. Hargreaves and Fullan (1998) found that teachers must become more assessment literate and must be able to interpret student achievement data. These interpretations must then be used to

develop action plans to alter the way they teach in order to improve student learning, through a process of reculturing where professional learning communities within a school becomes routine.

The *inside out story* was where schools were unable to do reculturing by themselves and that the external contexts were influencing schools more with increasing demands for improved performance and accountability. Teachers and principals therefore must reframe and shift their focus towards outside contexts, including parents and communities, technology, corporate connections, government policy, and the wider teaching profession (Fullan, 2000). Being successful required schools to be collaborative and connected, such as mobilising their resources to what matters, and being coherent across all areas, such as making sure that selected staff professional development resulted in teachers applying what they learned.

The *outside-in story* included the policy of decentralisation, local capacity building, external accountability and stimulation of innovations (Elmore, Burney and Bryk cited in Fullan, 2000). These factors affected school processes, teaching and learning, performance and accountability.

Fullan (2000) went on to say that where the three stories coalesced, there was a fusion of powerful forces – the spiritual, the political and the intellectual. The spiritual had to do with purpose and the meaning of reform, that there was political capacity to overcome obstacles and that there was intellectual capacity to select and integrate new ideas effectively.

3.4.2 Collective Responsibility and Accountability

Chapman and Fullan (2007) suggested that a networked system through collaboration and partnership was needed for equitable improvement in outcomes. The individual accountability frameworks of the 1990s now needed to change to a sense of collective accountability.

> What is now needed are more collegial relationships, based on a common commitment to improvement across schools and systems, and to principles of equity and social justice … also promote interdependence between schools, has huge potential for fostering system-wide improvements, particularly in the most challenging of contexts … collaboration between differently performing schools can help to reduce the polarisation of the education system, to the particular benefit of the students who are on the edges of the system and performing relatively poorly. (Chapman & Fullan, 2007, pp. 207–211)

Chapman and Fullan identified that formalising collaborations, partnerships and networking can create solutions through re-examining purpose, strategies and effect. They suggested that the way forward was having a national agenda as a rallying point with decisions based on evidence, a focus on capacity building and engaging a wider group of people. Enlarging one's sphere of engagement needed to be made in a timely fashion, that was focused on who needed to be engaged and at what stage of the process, all focused on achieving the national agenda. Collective responsibility and accountability for Pasifika education outcomes must happen.

3.5 Transitions from One Level of Education to the Next

Transitions across all areas of education are important in sustaining students' progress. Transitions include moving from early childhood education through to higher levels of education as well as successful negotiations between home, families, communities and education providers.

The growing evidence on brain development has increased the focus on the importance of the first five years of a child's development especially the first three years when brain cells develop at the fastest pace since a child's birth (Newberger, 1997; Lord, 1997; Nash, 1997, Gerber, 1984). This period sees baby learning the skills of seeing, talking, moving, feeling, hearing, touching and other sensations, sounds, smells and feelings. This knowledge has contributed to the importance of early childhood education. Participation in quality early learning experiences is important in helping children develop all the necessary thinking skills alongside social and physical skills.

The quality of early childhood teaching and learning and building strong learning foundations are important factors in influencing children's later outcomes. The positive effect and influence of early childhood participation has also been evident in children up to age 14 (Wylie, Hodgen et al,. 2006). Participation also helps to identify issues which are likely to enhance long-term social and learning outcomes early, resulting in better chances of intervening early for children with disabilities. The benefits of early childhood education also include

> the traditional "academic" aspects such as mathematics, literacy, intelligence tests, and also school readiness, grade retention, and special education placement – decisions usually based on cognitive/knowledge performance. (Mitchell, Wylie, & Carr, 2008, p. 13)

Positive links between participation in quality early childhood education and children's learning dispositions, behaviour and health include

> cognitive gains for children from low-income/disadvantaged homes could be greater than for most other children in mathematics and literacy if their early childhood centre was of good quality. … Children for whom English is an additional language, and from some ethnic minority groups … made greater progress on early number concepts and pre-reading measures during early childhood participation. (Mitchell, Wylie, & Carr, 2008, p. 3)

Opportunities to create strong early childhood centre–home and home–school relationships such as through parent mentoring programmes have shown to be successful, as in ECPL, Reading Together and SAILL. Home–school links are important for children whose social class, culture, and/or ethnicity and cultural heritages are different from those predominant in the practices of early childhood centres or schools. Establishing effective partnerships between home and school are not always easy and people need to work together in a climate of equality, based on strengths and being non judgmental if change is to happen and be sustained. A fuller review of transition from ECE to schooling is included in Case Study Six in Chapter Six.

Achieving equitable outcomes needed Pasifika learners to be included in all processes of education (Bishop, 2003; Jones, 1991; Lei, 2006; Sheets 2005 and Tupuola 1998, all cited in Ferguson, Gorinski et al., 2008; Tuafuti & McCaffery, 2005), and their culture reflected

in the classroom environment (Benham, 2006; Bishop, 2003; Cahill, 2006; Lei, 2006, all cited in Ferguson, Gorinski et al.; 2008; Nakhid, 2003).

> Critical to the achievement of equitable educational outcomes for Pasifika learners is the right to be included appropriately in all processes of education. (Tupuola, 1998 in Fergusson, Gorinski et al., 2008, p. 22)

Gaining strong foundations in literacy and numeracy help Pasifika students to achieve in their later education. International studies (TIMMS and PIRLS), show that Pasifika students in primary and junior secondary school have lower achievement in reading, mathematics and science, many identified as early as at Year 5. This does not set them up well for achieving at senior secondary levels, and Pasifika students take longer to achieve in the National Qualifications Framework (NQF) compared to other students (Ministry of Education, 2005a). This study went on to show that while the cumulative effect of the NQF is positive for Pasifika students there were issues with the number of credits Pasifika students accumulated.

> The real issue for Pasifika candidates is the number of credits they achieve in a year. Our previous study (2004) found that Pasifika candidates were not gaining qualifications in a one year period because they did not achieve the required number of credits. Slower rates of achievement are however less of a barrier to qualification attainment than they once were. The cumulative nature of NQF study means that candidates who do not gain qualifications in one year can keep their credits, and go on to gain further credits in subsequent years. As such, candidates can, and do, complete lower level qualifications and continue on to gain higher level qualifications. (Ministry of Education, 2005a, p. 4)

Pasifika students' choices of standards also affected their achievement, and that they may need support in developing pathways for themselves, choosing from a variety of subjects and standard types such as achievement and unit standards, and internally and externally assessed standards. It is important to get the right number of credits as well as credits that are 'fit for purpose'; that is, making sure that those credits lead to effective transition to higher education or to employment. Over the years Pasifika communities have expressed their lack of understanding of the qualifications framework and the standards resulting in schools and NZQA running workshops for communities to provide more information. Unit standards, often seen as holding less value, have tended to be unfairly characterised as an option for less able students. Yet unit standards make up more than half of the standards

that can be used to obtain the university entrance standard. However, Pasifika students are not gaining enough achievement standards to gain a qualification at the typical level year group (e.g. NCEA level 1 in Year 11), this delayed response has already been discussed above.

> It appears, from the externally assessed achievement standards, that Pasifika candidates not only attempt fewer of these standards, but when they do attempt them, they are more likely to 'Not Achieve' than their non-Pasifika peers. (Ministry of Education, 2005a, p. 5)

Lower Pasifika senior secondary leaving qualifications have affected entry to tertiary education. In 2006, more Pasifika peoples (over 10%) were participating in non-degree tertiary study compared to the total population (9.0%). The percentage of Māori and Pasifika school leavers able to attend university showed the lowest percentage between 1993 and 2008 (shown in Figure 23 above), and that most of the Pasifika participants were at levels 1–4 programmes.

3.6 Effective Teaching

Quality teaching helps to build strong early foundations for children's learning, long claimed by psychologists as the *"most critical period in human development"* (Briely cited in Farquhar, 2003, p. 5). Farquhar goes on to posit that "*what works for 'advantaged' children also works for children who are 'at risk' of later school educational failure"* (p. 13). Children participate in early childhood education as emergent learners though this is not yet recognised in a variety of children's contexts, such as in centres and homes. Emergent learners are developing competencies and dispositions to learn, important in later learning at school.

In school contexts, effective teachers build on the learning dispositions children bring from prior early childhood participation. This requires teachers to have an understanding of the contexts that children bring and the effect of their teaching on children's learning and develop appropriate strategies for learning. Not all Pasifika children would have participated in early childhood education and therefore might need particular attention to be at comparable levels to their peers. Ensuring Pasifika students are engaged in the schooling

system is a priority for Pasifika peoples and schools, especially where a significant majority of Pasifika students are taught by teachers whose culture is different to their own.
The nature of classroom practices and student perceptions in Aotearoa New Zealand schools affect student achievement (Jones, 1991) with implications about different learning styles, communications and control needing to be incorporated into classroom instruction. This helps schools to be more culturally sensitive and culturally relevant, and that all groups must have access to power and decision making within schools. Deficit models should be rejected when discussing achievement because it argues that the responsibility for academic failure lies in 'faulty home environments' (Borthwick, 1987).

Classroom practices that have been identified to influence achievement included the use of high frequency academic questions, drawing students into discussions and giving them the opportunity to be involved and think further about the topic (Grundnoff, 1990). For students to succeed with language and reading, teachers should ensure that lessons contain much discussion and vocabulary work, deepening understanding (Hill, 1987). Interventions are needed to break the "monopoly" schools hold on what is seen as appropriate literacy by ensuring that children's home literacies are made known, valued and incorporated into classroom activities (McNaughton, Ka'ai et al., 1990). Effective practices also include bringing home and school culture much closer together, acknowledging that understanding context is an important part of the process of understanding teaching and learning (Wendt Samu, & Pihama, 2007). They caution though against the effect of the use of the term diversity to refer to Pasifika communities, and similarly on multicultural discourses, that might miss the strong power relations that exist within societies.

> Quality teaching is identified as a key influence on high quality outcomes for diverse students. The evidence reveals that up to 59% of the variance in student performance is attributable to differences between teachers and classes, while up to almost 21%, but generally less, is attributable to school level variables. (Alton-Lee, 2003, p. v)

Effective teachers are those that have a variety of tools and strategies to engage students and are always in the process of refining their practice using evidence and professional learning, inquiry and knowledge building. Timperley, Wilson, Barrar and Fung (2007) identified ten principles of effective professional practice summarised in the table below.

Table 14: Ten Principles of Effective Professional Development that are Applicable at both System Level and School Level.

Focus on valued student outcomes	Professional learning experiences that focus on the links between particular teaching activities and valued student outcomes are associated with positive impacts on those outcomes
Worthwhile content	The knowledge and skills developed are those that have been established as effective in achieving valued student outcomes
Integration of knowledge and skills	The integration of essential teacher knowledge and skills promotes deep teacher learning and effective changes in practice
Assessment for professional inquiry	Information about what students need to know and do is used to identify what teachers need to know and do
Multiple opportunities to learn and apply	To make significant changes to their practice, teachers need multiple opportunities to learn new information and understand its implications for practice. Furthermore, they need to encounter these opportunities in environments where there are both trust and challenge
Approaches responsive to learning processes	The promotion of professional learning requires different approaches depending on whether new ideas are, or are not, consistent with the assumptions that currently underpin practice
Opportunities to process new learning with others	Collegial interaction that is focused on student outcomes can help teachers integrate new learning into existing practice
Knowledgeable expertise	Expertise external to the group of participating teachers is necessary to challenge existing assumptions and develop the kinds of new knowledge and skills associated with positive outcomes for students
Active leadership	Designated educational leaders have a key role in developing expectations for improved student outcomes and organising and promoting engagement in professional learning opportunities
Maintaining momentum	Sustained improvement in student outcomes requires that teachers have sound theoretical knowledge, evidence-informed inquiry skills, and supportive organisational conditions

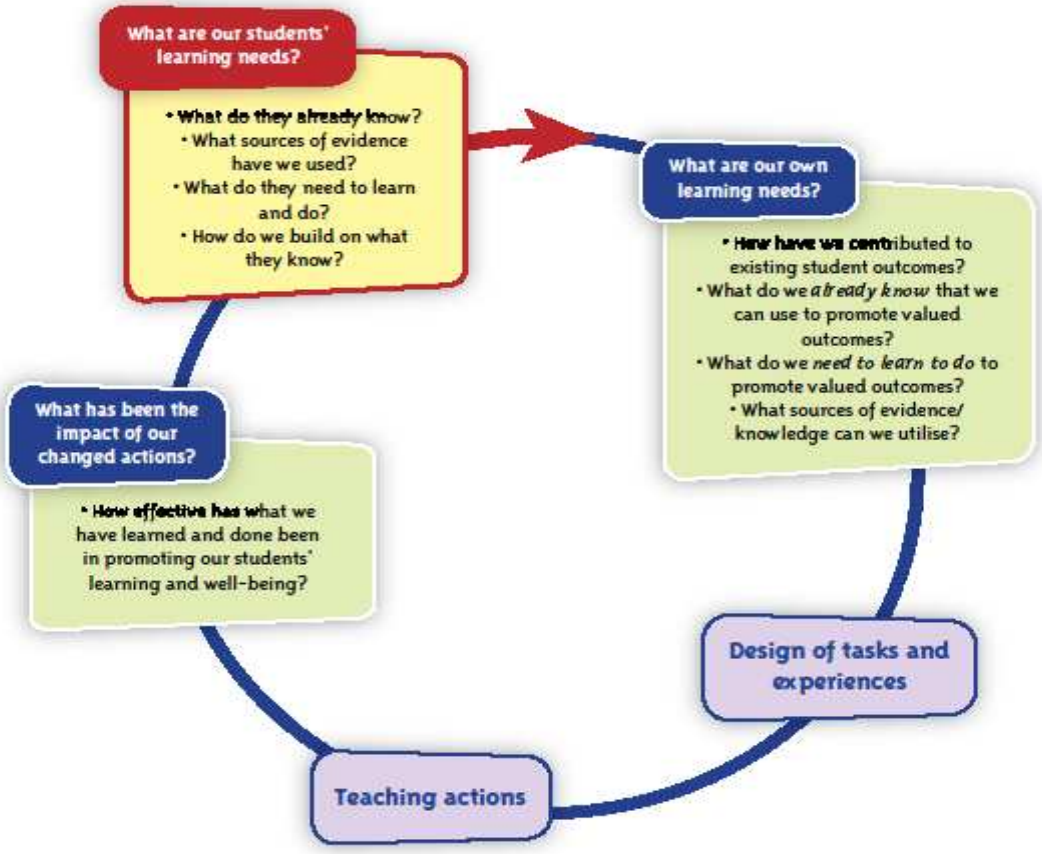
Adapted from Timperley, Wilson, Barrar and Fung, 2007, pp. xxvi–xlii

These principles focus on teachers' skills and expertise and show the areas where professional development can help foster change that is sustainable, and, that professional leadership and discourses on pedagogy influence outcomes. The challenge is to keep the cycle of inquiry going where the outcome is clearly identified and then curriculum content and teacher practices are shaped towards achieving the outcome.

The ongoing cycle of teacher inquiry is shown in the figure below. This cycle promotes continuous improvement so that teachers are more effective and can sustain change. There

is a clear focus on finding out what students' learning needs are and using those to drive and guide teachers learning needs, design student tasks and learning experiences, action those and find out what change those actions made, which then informs the next level of student learning needs and so forth. Figure 38 below poses several questions at each phase helping teachers to focus on the key things necessary to drive inquiry and knowledge building. Effective teachers continue to build on inquiry and evidence to promote student outcomes, where teachers use their skills and knowledge to engage children and young people as partners in learning and acting quickly to adjust their teaching.

Figure 38: Teacher Inquiry and Knowledge Building Cycle to Promote Valued Student Outcomes.



Timperley, Wilson, Barrar and Fung, 2007, inside front cover, and p. xliii

The importance of professional development continues to be a key influencer on achievement outcomes. However, decisions on most professional development programmes

are delegated to schools to decide and research from overseas such as the United States, showed that when decisions about professional development were school-based

> … school staff members paid lip service to the use of research [and] were more interested in designs that drew on research about practice that they already felt were 'good' than in designs that were producing results. … They concluded that the decentralization of decision making appear[s] to be undermining the use of knowledge rather than promoting it. (Corcoran, Fuhrman & Belcher, 2001, p. 81)

Timperley, Wilson, Barrar and Fung (2007) identified the lack of research and evidence that were *"specifically concerned with promoting the professional learning of teachers of Pasifika students"* (p. 230).

This gap in research is of concern given that effective teaching is the most significant in school influencer on student outcomes and that the majority of Pasifika students are taught by teachers from a different cultural background to their own. There is no evidence suggesting that Pasifika teachers are the best teachers of Pasifika students, rather evidence from the above discussions have identified the importance for all teachers taking Pasifika contexts into account when tailoring teaching practices.

3.6.1 Learning Styles

It is commonly believed that most people favour some particular style of interacting and processing information. Discussion on learning styles originated in the 1970s and suggested that where a student's style of learning is known, teaching approaches should be matched for maximum learning. Some of the most common learning styles include visual (learning through seeing), auditory (learning through listening) and tactile/kinesthetic (learning through moving, doing or touching). A number of learning style models have been promoted including Kolb's (1984) Experiential Learning Theory,[46] Honey and Mumford's model for managerial decision making and problem solving strategies,[47] Gregorc's model of perceptions of the world and sense making, and, the Sudbury Model of Democratic Education, mainly used in relation to students with learning disabilities (all cited in Smith, 2001).

[46] Kolb's model included the importance of Concrete Experience, Abstract Conceptualisation, Reflective Observation and Active Experimentation (Smith, 2001).
[47] Honey and Mumford renamed Kolb's model as activist, reflector, theorist and pragmatist (Smith, 2001).

Critics of the learning style approach are mainly psychologists and neuroscientists who question the scientific basis on which these models and theories were based (Greenfield, 2007). Many educational psychologists believed that there was little evidence and theoretical foundation for wide spread acceptance of the learning style models (Curry, 1990, cited in Smith, 2001), with no evidence of successful teaching and learning. Issues about learning styles have often been aired at talanoa ako (consultation) with some people saying that Pasifika students are tactile/kinesthetic learners and therefore abstractions tend to be difficult for them. These stereotypes are of concern and may be contributing to the slower progress of Pasifika students (Higgins, 2001 cited in Alton-Lee, 2003). Higgins found that teachers in a study of mathematics teaching in Wellington classrooms were found to have stereotyped Pasifika learners as being kinaesthetic learners resulting in the presentation of low level tasks for Pasifika students while other students were given conceptual tasks emphasising the interrelationships between mathematical ideas. Learning styles approaches adopted alongside low expectations about Pasifika students' abilities to achieve create negative results, lack of engagement and reduced opportunities for realising success. This gives both teachers and students opportunities to opt out of effective teaching and learning.

3.6.2 Targeting and Tailoring

Targeting and tailoring is important for meeting the needs of different populations, where targeting might be aimed at specific populations such as Pasifika while tailoring is about adapting practices such as effective teaching to make sure it fits Pasifika students' learning and cultural needs. In some cases, this means policies targeting different populations or ethnicities, which has created much debate over the years, about the need for this kind of targeting and whether targeting is effective. Durie (2004) suggested a framework for considering policies based on race or ethnicity around three goals and indicators:

> full participation in society, education and the economy (the participatory goal); certainty of access to indigenous culture, networks and resources by indigenous people (the indigeneity goal); and fairness between members of society (the equity goal). (Durie, 2004, p. 12)

These broad goals are transferable and can create value for Pasifika supporting their vision for success in the education system as well as retaining strong cultures and identities. These

goals apply at macro policy levels as well as in self managing school environments where targeting and tailoring policies locally can better meet local needs.

Tailoring is personalising learning through collaboration to improve achievement (Leadbeater, 2005). Personalising learning requires schools to work together and rely on getting young people and their parents to "invest" in their education, where learners are more profoundly engaged in learning and actively involved as

> co-investors with the state in their own education … [This encourages] more families and children to invest hope, effort, time and imagination into learning. (Leadbeater, 2005, p. 4)

This approach requires students and teachers to be actively engaging and co-creating the teaching and learning process through good communications providing differentiated provision for differentiated need.

> We have now learned that a child's background and culture is not a barrier to learning. Rather the challenge lies with the system to find the best ways to succeed with each child. The more a child's strengths in their background are used to inform teaching, the more that child is likely to succeed. … Today the challenge is seen to lie with teaching, policy and the system as a whole to respond to the realities of each child. This is at the heart of the personalising of learning. (Fancy, 2006b, p. 2)

Together schools, local and central government need to work towards a society in which all children and young people leave school with functional skills in English and mathematics, understand how to learn, think creatively, take risks and handle change. In "A Vision for Teaching and Learning in 2020", a report to the United Kingdom Department for Education and Skills (DfES), there were suggestions that schools, local and central government need to work together towards a society in which

- a child's success is not related to his or her socioeconomic background, gender or ethnicity
- education services are designed around the needs of each child, with the expectation that all learners achieve high standards
- all children and young people leave school with functional skills in English and mathematics, understanding how to learn, think creatively, take risks and handle change

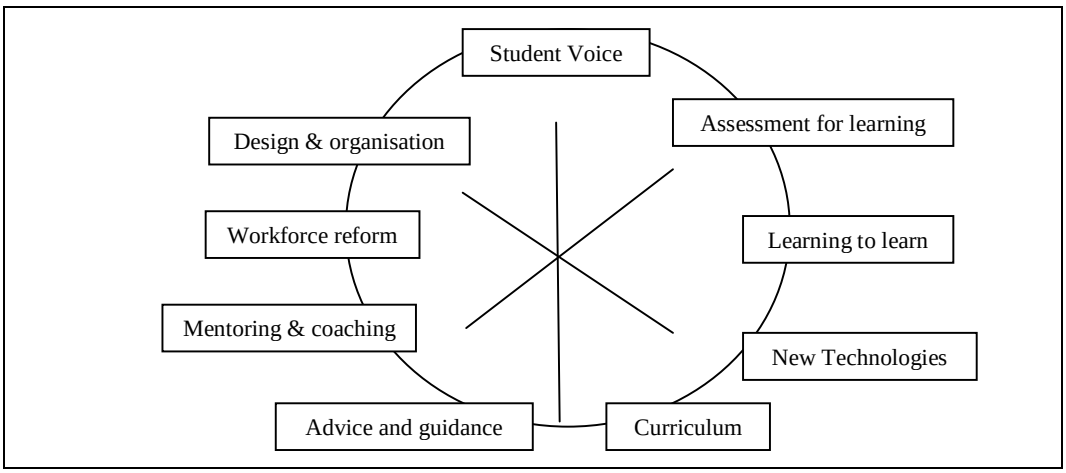
- teachers use their skills and knowledge to engage children and young people as partners in learning, acting quickly to adjust their teaching in response to pupils' learning
- schools draw in parents as their child's co-educators, engaging them and increasing their capacity to support the child's learning. (Gilbert, 2006, p. 5)

For England's education system to achieve the above vision, personalising learning and teaching plays a central role in transforming the education system.

In Aotearoa New Zealand, the Minister of Education in 2006/07 led these discourses where personalising learning was needed to meet each learners needs, build on their interests, aptitudes, and prior experience to ensure that every student, no matter who they were or what their background was, achieved to the highest possible standards. Personalising learning requires the entire education system to be sensitive to the needs of learners in designing and constantly improving resources, policies, processes and infrastructure accordingly. For this to happen, strong leadership and partnerships are fundamental.

In 2004, the Specialist Schools and Academies Trust, in partnership with Professor David Hargreaves, undertook a journey with English schools to explore what was meant by personalising learning and what it looked like in practice. Professor Hargreaves and 250 school leaders developed the personalising learning agenda which resulted in the '9 gateways' model devised as a means of building on and extending what many schools were already doing to personalise student learning. The nine gateways to personalising learning shown in Figure 39 below help to ensure that teaching and support are shaped around students needs.

Figure 39: The Nine Gateways to Personalising Learning



> Each theme is applicable to every school and classroom: it is an aspect of teaching and learning that is inescapable, though some aspects are given greater emphasis than others in any particular school and classroom. Each is already part of current professional practice in some form, however modest, but in some schools they are an area for pioneering innovation that is worth disseminating to others. Each requires strong leadership, in the form of distributed leadership as well as from headteachers, if progress is to be made. (Hargreaves, 2004, n. p.)

These gateways provide similarities to the inquiry models discussed above, in this case listening to student voices is important in finding out where they are and using this to shape teachers activities and personalise the learning to students needs.

3.7 Conclusions

This literature review provides ample examples of what works. The programmes discussed here show that what worked in schools to raise Pasifika student achievement include principals and senior school teachers leading the change, involved parents, families and communities with schools often up-skilling parents in using strategies to help children such as in reading strategies, professional development and inquiry always leading to changing practices, targeting and tailoring, awareness of cultural contexts and actively teaching. Yet there appears to be a lack of urgency across the education system to step up and sustain Pasifika achievement.

While identifying what was working was a step in the right direction, scaling up what worked also needed immediate attention. For example the AUSAD Mangere initiative

showed that student achievement gains were realised when the initiative focussed on the engagement and critique of teaching practice yet there was no consistent way of using this information. The SAILL project at Mountain View School; the Reading Together programme at St Joseph School; ECPL in SEMO primary schools; Te Kotahitanga and the Numeracy Project all of which achieved improved results within relatively short periods of time. Many of these projects also highlighted the importance of relationships and conversations, teacher expectations and involved families and communities, and numerous other programmes showing what could be done. Yet scaling these successes upwards is taking a long time to realise, and while this might be due to difficulties of tailoring successful programmes into different school contexts, there are common successful practices that can be drawn from these successful programmes. In many situations, this is about making sure that everyone in the education system knows what is working so that they didn't have to re-invent the wheel or think they haven't got the tools to address Pasifika student achievement.

The evidence drawn together in this chapter also shows that promoting and participating in teacher learning and development made the biggest effect on student outcomes and that the parent and teaching interventions were the most significant connections to be made. In both cases leadership has been important in making sure that discourses are focused and the right connections made. Requiring the education sector to sustain this kind of system change is what Pasifika students, parents, families and communities need, and what the system needs for making effective and sustainable change.

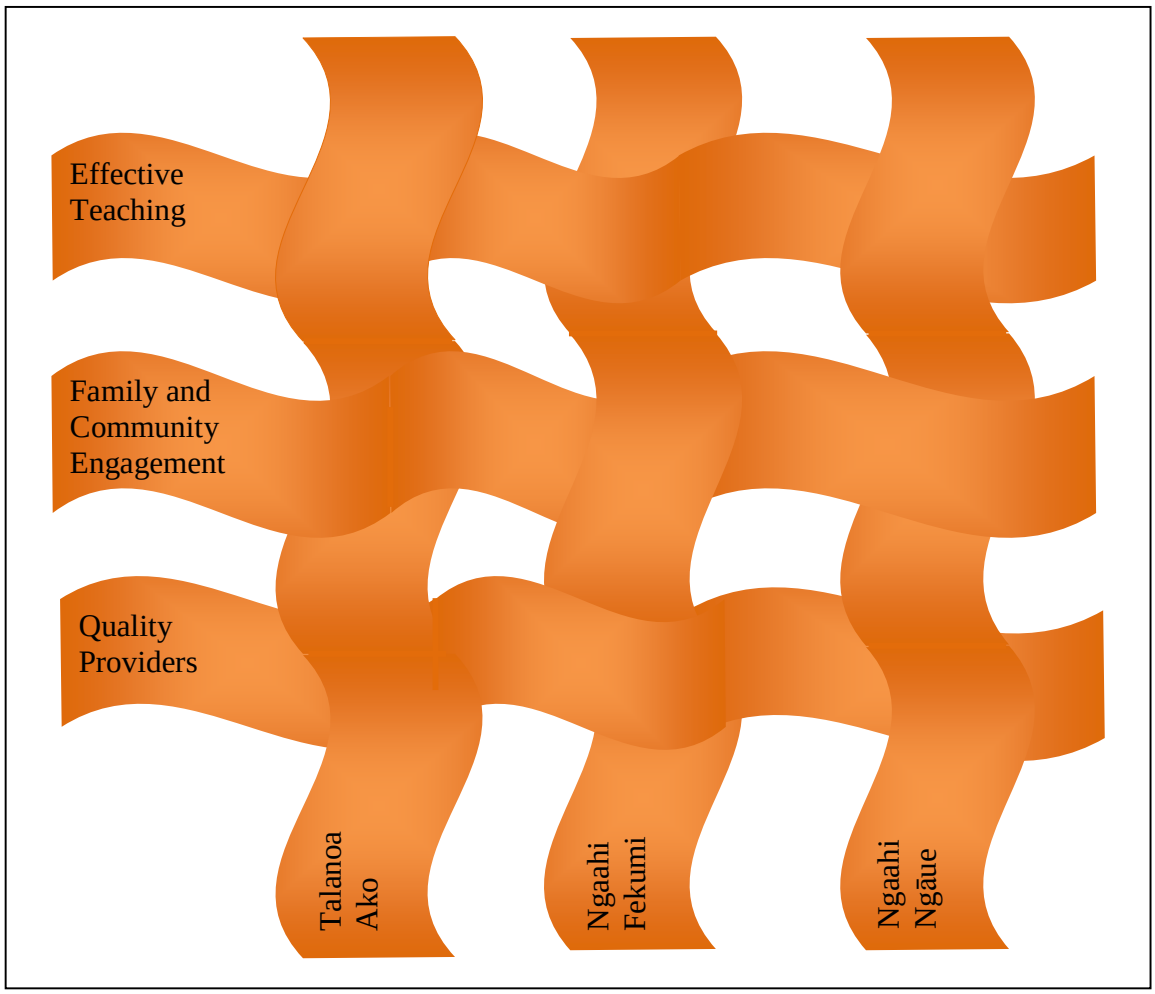
This chapter began with the Pasifika Compass for Success placing the Pasifika learner at the heart and centre of learning and teaching. For a long time Pasifika learners have been shaped into changing to fit the education system's needs, processes and practices. This Compass for Success places Pasifika learners with their values, identities, cultures and practices at the heart of their learning. This requires pedagogical practices, curriculum, leadership and families and communities to be tailoring their practices and actions to fit the Pasifika learner. Evidence above has shown success can be achieved through co-construction and Pasifika learners, parents, families and communities want to be part of that process in ways that shape successful learning as well as retain values, identities and cultures.

While there is growing evidence on what makes Pasifika peoples succeed in the Aotearoa New Zealand education system in many situations, Pasifika education requires strong connected leadership working together to find solutions, sometimes this might still be unknown. This requires adaptive leaders who can draw together participants to discern new pathways (Heifetz, 2009). Where solutions are already known and many are reported in this literature review, technical leaders need to get on and implement what works, tailored to the learners' particular contexts.

Ngaahi fekumi (literature review) specific to Pasifika learners, parents, families and communities are still required and need to be further influencing policy decisions.

The rhetoric about Pasifika success being a priority across the education system needs be realised in ways that are touchable and viewable by Pasifika and non-Pasifika peoples. The real question for education is how long will it take for Pasifika peoples to achieve *the participatory goal, the indigeneity goal and the equity goal* Durie (2004) so aptly posed?

CHAPTER FOUR: METHODOLOGY AND THEORETICAL APPROACHES



Adapted from the Ministry of Education, 2005d, p. 12

Figure 40: Weaving the Strands Together

Weaving the strands together is symbolic of the methodological approaches adopted by this thesis. Information from different contexts is analysed, triangulated, synthesised and woven together to form Pasifika education strategies. These are aimed at influencing teaching, parents, families and communities, and, providers to together raise Pasifika achievement across the education system.

4.1 Introduction

The thesis is a high level strategic analysis of Pasifika education where the author is both insider and outsider and an active participant researcher. As the Pule Ma‘ata Pasifika (PMP), the author’s role is to lead and advise the Ministry of Education’s (MOE) Pasifika education work. This work, though, is not one person’s view of the world; it is advised by Pasifika communities through talanoa ako[48] and Pasifika advisory and reference groups. The Pasifika work is interrogated, discussed, analysed, dismantled and rebuilt, and quality assured through different levels across the MOE before it is finalised and seeks authorising environments’ agreements, those environments that can make decisions such as MOE leadership and Cabinet legitimising the use of resources and implementation strategies. This process ensures objectivity, validity and reliability, helping to mitigate insider/outsider and active participant involvement by the author of this thesis.

This thesis adopts a mix of methodologies including qualitative, quantitative, narratives and vignettes, action research, triangulation and meta-analysis, and case studies. While it is focused on developing strategic plans for Pasifika education, the thesis spans a number of disciplines. The thesis is firstly concerned with identifying significant themes from the historical and cultural experiences of the author to construct appropriate methodologies beginning from inside being Tongan because this

> has validity and legitimacy since it is based on a world view that continues to exist and is experienced by real people. (Tomlins-Jahnke, 1996, p. 29)

The methodologies used in this thesis were initially driven by an understanding of being Tongan and of Tongan culture, identity, upbringing and style which helped to identify and create the tools used to retrospectively review the MOE’s work in developing Pasifika strategic plans. The tools are Tolu‘i Founga (Development); Faā‘i Mata (Relationships); Fatu‘anga Kakala (Strategic Value); and, after further analysis and integration of the tools, the creation of Fanā Fotu (Transformation)[49].

[48] Talanoa ako is used in this and the following chapters without the putting the translation “consultation” in brackets afterwards because the meaning of talanoa ako has been explained and used in the last three chapters, and is now well established.

[49] The full titles of the tools are included in Section 1.1 Chapter One above, and explained in Section 4.8 in this chapter.

The above tools were used to retrospectively analyse the information gathered by the MOE, the processes used for gathering that information, whether the resulting plans met Pasifika and non-Pasifika methodological and theoretical processes in weaving information together in ways that met authorising environments' expectations and created public value; and, whether the resulting plans provided guidance to the education sector about how to achieve better education outcomes for Pasifika peoples. These tools are discussed in more detail later in this chapter.

Leadership is fundamental within families and communities in Tonga and in Aotearoa New Zealand, within the wider Pasifika communities, and within a government department. Leadership by the PMP was fundamental to ensuring that Pasifika communities' voices added value to the MOE's work as well as to Pasifika communities themselves.

This chapter begins by looking at the issues of insider/outsider, validity and reliability, ethics, risks and mitigating strategies, and change management. This followed by discussions of the interdisciplinary approaches used in the thesis, drawing from the strengths of a variety of disciplines in the social sciences. The chapter then discusses the tools created for use by the thesis and finishes by theorising about Pasifika education and drawing conclusions.

The processes included agreeing to a plan of action within the MOE, implementing that plan to gather information from Pasifika communities, reviewing available literature and taking stock of available policies, reflecting on the information gathered and using progressive problem-solving strategies to develop a plan for improvement.

4.2 Insider/outsider Considerations

The issues of insider/outsider conflicts provide ongoing challenges throughout the thesis, and will continue into the future, already noted in Chapter One. The author is Tongan and working in the MOE as the PMP, in the main leading the Pasifika education agenda, being an insider/outsider in both situations. The author is also a scholar and as the PMP, regularly conducts literature reviews to identify evidence of what is working to inform Pasifika strategy development. The analytic autoethnography and autobiographical forms of self-

study have provided ways forward in some areas, enabling Pasifika leadership to provide unique opportunities to work from the inside-out as well as from the outside-in to create inside/outside support that was sustainable within the MOE as well as within Pasifika communities.

The insider/outsider debate has been around for some time with the outsider perspective often being considered optimal for its objective and accurate account of the field, while insiders, who possessed deeper insights about people, places and events, were believed to hold a biased position that complicated their ability to observe and interpret. However, some scholars (Banks, 1998; Merton, 1978; Naples, 1996 all cited in Chavez, 2008) have argued that the outsider/insider distinction is a false dichotomy since outsiders and insiders have to contend with similar methodological issues around positionality, a researcher's sense of self, and the situated knowledge she/he possesses as a result of her/his location in the social order. Significant contributions can also be made by an insider author, as involvement with the research situation enables the author to fully understand the challenges and issues that might be raised.

Insider/outsider scholars seem to have been characterised more as either total insiders, where researchers share multiple identities (e.g. race, ethnicity, class) or experiences (e.g. wars, family membership), or as total outsiders. Other dimensions of insider/outsider discussions that have come to the fore have included ethical concerns, boundaries between self and other, and feminist perspectives (Riesman, 1987; Visweswaran, 1994; Wolf, 1996 all cited in Chavez, 2008).

If the insider position is unchecked, it can overwhelm, complicate and obscure the researcher's role or the goal of the research, and raise expected participation in community events and overload reciprocity obligations. Breen (2007) in the article "The Researcher in the Middle, Negotiating the Insider/Outsider Dichotomy", considered that qualitative researchers often position themselves as insiders rather than outsiders. Insider researchers are often deeply engaged with their research domains, whereas outsiders *"parachute into people's lives … and then vanish"* (Gerrard, 1995, cited in Breen, 2007 p. 59). Bonner and Tolhurst (2000 cited in Breen, 2007) outline three key advantages of being an insider to the research including

> having a superior understanding of the group's culture, having the ability to interact naturally with the group and its members, and a previously established and therefore greater relational intimacy with the group … some insider researchers choose to conceptualise themselves as co-investigators, co-learners, facilitators, or advocates rather than researchers … in an effort to minimise the power differential between themselves and those participating in the research. (Breen 2007, p. 163)

There are disadvantages, though. Greater familiarity may lead to loss of objectivity, and provide an illusion of sameness, and insider researchers are confronted with methodological and ethical issues (such as privacy, confidentiality and informed consent) that are largely irrelevant to outsider researchers. Insider researchers often struggle to balance their insider role and their researcher role, the balance between developing rapport with the participants and the distance required to make sense of the data (Kanuha, 2000, DeLyser, 2001 both cited in Breen, 2007). Collett (2008) considered that researchers working with diasporic[50] communities and contexts face

> the difficult task of wearing their "academic hats" while at the same time building meaningful relationships with immigrant communities. This is no more apparent (and important) than with "non-community" (i.e., outsider) researchers. (Collett, 2008, p. 77)

Research must satisfy academic rigour and standards and ensure that the knowledge and understanding of the researched community is used for developing better policies. This thesis must satisfy academic rigour and help to improve future Pasifika education strategies and policies, with Pasifika communities participating in the development processes. In this thesis, being an insider in the MOE as well as within Pasifika communities meant that the author was more familiar with the MOE's priorities and processes as well as Pasifika community dynamics and relationship styles. It could also be argued that an outsider would be more objective because they have no stake in developing Pasifika education strategies. Both vantage points are equally valid: an objective viewpoint might be needed to see things clearly and an intimate viewpoint that knows all the particulars of a situation might be needed depending on the context and situation (Heifetz and Laurie, 2001). Knowing when

[50] Here diasporic communities refer to those having already experienced the trauma of forced migration, and must see the academic researcher as one they can trust and who is invested in their long-term well being. In this paper Bruce Collett address methodological and philosophical concerns related to the insider-outsider researcher distinction and to conducting research as an "outsider."

it was more important to keep an overview and be forward looking and knowing when it was important to be deeply involved in the doing, such as holding talanoa ako with Pasifika communities. Both viewpoints are necessary in developing strategic plans.

Dwyer and Buckle (2009), in their paper "The Space Between: On Being an Insider-Outsider in Qualitative Research", expand on the insider/outsider discussion further by suggesting that there are costs and benefits to be weighed regarding the insider and outsider status of the researcher.

> Being an insider might raise issues of undue influence of the researcher's perspective, but being an outsider does not create immunity to the influence of personal perspective … for many, access to the group would not be possible if the researcher were not a member of that group … disciplined bracketing and detailed reflection, with a close awareness of ones own biases and perspectives might well reduce the potential concerns associated with insider membership … the core ingredient is not insider or outsider status but an ability to be open, authentic, honest, deeply interested in the experience of one's research participants, and committed to accurately and adequately representing their experience. (Dwyer & Buckle, 2009, p. 59)

The notion of "the space between" challenges the insider/outsider dichotomies. Insider and outsider are two separate entities, which can be bridged or joined by a hyphen, a third space, a space between (Aoki, 1996; Hall, 1990, both cited in Dwyer & Buckle, 2009), with the complexities of occupying the space between, shaped by the researcher position, not fully occupying one or the other position.

This notion has a close proximity with Pasifika notions of tauhi vā (looking after spatial relationships) in Tongan terms or teu le va in Samoan. This is the negotiated position or space between two people and draws parallels with the notion of "the space between," depending on the situation, one could be insider or outsider at different times or contexts (Mila-Schaaf & Hudson, 2008; Sidebotham, 2003 and Serrant-Green (2002) both cited in Dwyer & Buckle, 2009).

> The stories of participants are immediate and real … individual voices are not lost in a pool of numbers … the words, representing experiences, are clear and lasting … [and the person] cannot retreat to a distant 'researcher' role … personhood affects the analysis, so too, the analysis affects personhood … within this circle of impact is the space between. The intimacy of qualitative research no longer

> allows the researchers to remain true outsiders to the experience under study and, because of the role as researchers, it does not qualify the researchers as complete insiders. (Dwyer & Buckle, 2009, p. 61)

The notions of insider/outsider in Pasifika terms enable ideas to be disclosed from the inside out or peeled layer by layer from the outside in, cyclical in fashion, deepening meaning and strengthening participant connections. This requires effective reciprocal relationships management, the foundations of successful talanoa ako for co-constructing plans with Pasifika communities.

4.3 Issues of Validity and Reliability

Validity and reliability are important considerations in quantitative research and now it is also considered in the qualitative research paradigm (Golafshani, 2003). Validity and reliability are factors which any qualitative researcher should be concerned about in designing, analysing results and judging the quality of the study (Patton, 2002). A good qualitative study can help create better understanding of situations that would otherwise not be clear (Eisner, 1991; Stenbacka, 2001). These are important considerations to ensure that the research findings are worth paying attention to and that they are dependable. Trustworthiness of a research report lies at the heart of issues conventionally discussed as validity and reliability (Lincoln & Guba, 1985; Seale, 1999 both cited in Golafshani, 2003).

Reliability is the consistency and the repeatability of the measurements used. Reliability is usually checked using the methods of test/retest and internal consistency. Test/retest is aimed at getting the same score on both tests. The three main components to this method are to test at two separate times for each subject; compute the correlation between the two separate measurements; and, assume there is no change in the underlying condition (or trait) between test 1 and test 2. Internal consistency estimates reliability by grouping questions in a questionnaire that measure the same concept. For example, two sets of three questions could measure the same concept (e.g. class participation), and after collecting the responses and running a correlation between those two groups of three questions to determine if the instrument was reliably measuring that concept.

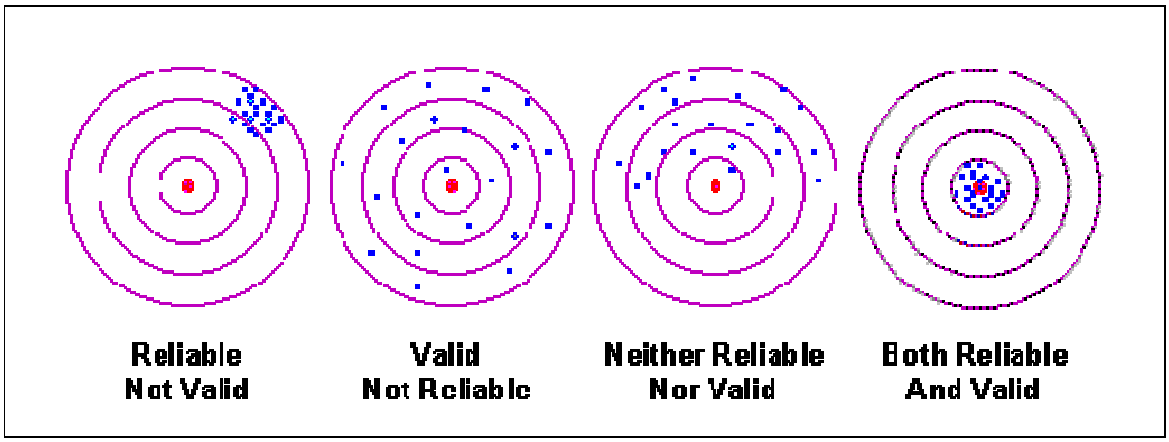
Validity is also confirmed through the strength of conclusions, inferences or propositions and is not a single, fixed or universal concept, but

> rather a contingent construct … grounded in the processes and intentions of particular research methodologies and projects. (Winter, 2000, p. 1 cited in Golafshani, 2003, p.602.)

There is a need for some kind of qualifying check or measure for the research. Many researchers have developed their own concepts of validity and have often generated or adopted what they consider to be more appropriate in terms of quality, rigour and trustworthiness (Davies & Dodd, 2002; Lincoln & Guba, 1985; Mishler, 2000; Seale, 1999; Stenbacka, 2001 all cited in Golafshani, 2003).

Trochim (2006) provided two ways of checking reliability and validity. One way is using the target metaphor where there are four possible scenarios of determining reliability and validity, shown in the figure below.

Figure 41: Target Metaphor



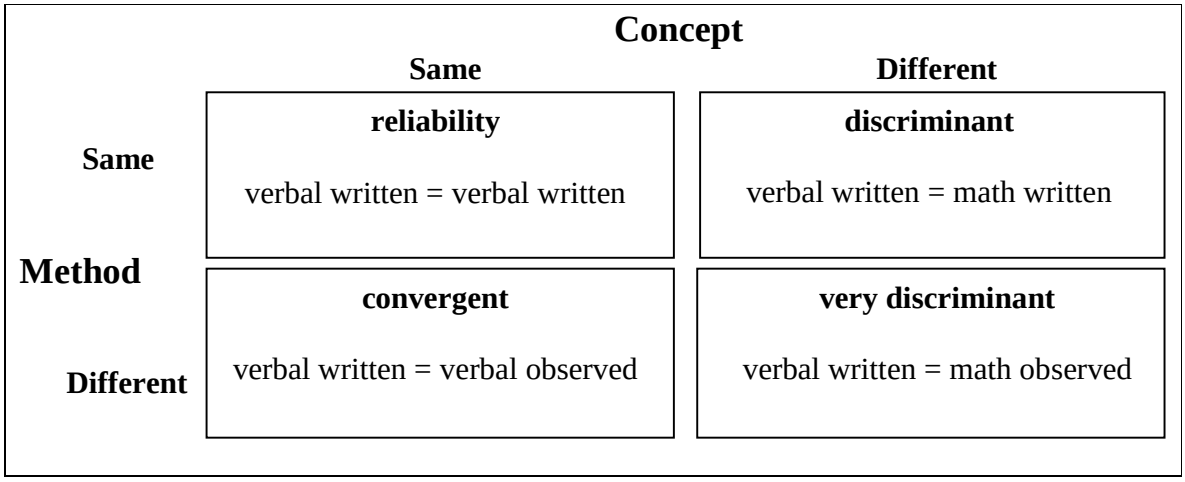
Trochim, 2006, p. 9

These scenarios present variations on hitting the target to show validity and reliability. The first scenario is reliable where hits were made though missing the centre, meaning that this was not valid, that is the information was consistent but wrong. The second scenario showed that the hits were randomly spread across the target, seldom hitting the centre, which means that there is validity but it is inconsistent. The third scenario shows the hits spread across the target though consistently missing the centre, which is neither reliable nor

valid. Finally, there is the "Robin Hood" scenario of consistently hitting the centre of the target. The measure is both reliable and valid (Trochim, 2006).

Trochim also showed another way of looking at reliability and validity which is shown in the figure below, the multitrait-multimethod approach to estimating construct validity.

Figure 42: Multitrait-multimethod



Adapted from Trochim, 2006, p 11

These cells looked at comparing written and verbal test scores using both method and concepts. The cell on the lower left shows a comparison of the verbal written measure with the verbal teacher observation ratings to determine convergent validity. The cell on the upper right shows the comparison of the verbal and written tests, comparing two different concepts (verbal versus written). The cell on the lower right shows comparisons across two different methods of measurement (written exam versus teacher observation ratings), and is called very discriminant. The cell in the upper left compared the same verbal and written tests which is reliable.

Looking at reliability and validity in this way forms a continuum. On one end is the situation where the concepts and methods of measurement are the same (reliability) and on the other is the situation where concepts and methods of measurement are different (very discriminant validity).

When this multitrait-multimethod approach is used on the information analysed by the Tolu'i Founga (Development), estimating and constructing validity and reliability is possible, as seen by the high convergence of information collected from talanoa ako across different Pasifika ethnic communities, cities and organisations. In terms of using Trochim's first approach, the consistency in the talanoa ako responses and feedback from all sites across the country is similar to the target being consistently hit, as presented in the last scenario on the target picture (above). The author believes this means that the information gathered and the methodology used were both highly reliable and valid because there were significant similarities with strong themes consistently coming through. The consistent nature of the issues and concerns raised by Pasifika peoples about education across the country can be treated as a sign of reliability. The trustworthiness of the information provided a strong basis from which the MOE could develop Pasifika strategies. The author claims that validity is shown through the strength of the conclusions that were drawn from the gathered information that identified priorities and gaps.

Over the years, thousands of Pasifika peoples have attended and engaged in talanoa ako with the MOE. Information gathered from different Pasifika communities was sought and given freely and the strong similarities across different ethnic groups, spread across different cities and regions, add weight to the author's claims to reliability and validity. These have enabled the PMP to provide robust analyses and lift priorities to a more strategic level to be used in strategic planning.

4.3.1 Narrative Four: From culture, identity, upbringing and style to professionalism

Using Tolu'i Founga (Development) to review and analyse the gathered information required professional skills and competencies such as analytical ability; being able to see the big picture; and, drawing conclusions into coherent priorities so that the resulting work is trustworthy from a Pasifika lens as well as from an MOE perspective. Professionalism helped to minimise or eliminate the insider/outsider conflicts referred to above and this is discussed in the narrative below, using the four levers of strategic leadership, building and sustaining relationships, managing in political-cultural contexts and managerial expertise. This narrative helps to provide an understanding of the competencies and skills that enabled the author to be both insider and outsider, create neutrality as far as possible, helping to

successfully build the PMP's credibility and reliability within the MOE and with Pasifika communities.

Narrative 4: From culture, identity, upbringing and style to professionalism

Strategic Leadership

Influencing education outcomes for Pasifika peoples in Aotearoa New Zealand required professional leadership focused on the key role of education, an understanding of social, demographic and economic circumstances of Pasifika peoples, being culturally competent amongst Pasifika peoples as well as within a government agency and being able to gather support within the MOE, education agencies and sector, and with Pasifika peoples across the country. Perseverance, resilience and the adoption of a long term view and commitment through strategic development and planning, implementation, monitoring and reporting on the first and subsequent Pasifika Education Plans. This has resulted in Pasifika education being everyone's responsibility.

Building and Sustaining Relationships

Building, sustaining and managing strong effective relationships upwards and across the MOE has seen the plans developed in partnership with Pasifika communities across the country and meeting authorising environments' requirements through to gaining Cabinet approval. Effective relationship management and presentation skills are important in making sure that key messages are understood by different audiences including Pasifika communities and the education sector.

An effective Pasifika Advisory Group (PAG) is an example of successfully building and sustaining relationships. PAG has been in place since 1995 and is a key bridge between the MOE and Pasifika communities by bringing their voices into the MOE to inform Pasifika education strategy and policy development, and, help in taking information out into communities. PAG members have participated in key consultative and professional leaders groups, ministerial working and advisory groups, special task forces, and, advisory groups of other education agencies.

Managing in the Political-Cultural Context

Understanding political conventions, public sector structures and functions within the MOE as well as Pasifika communities are important. This has helped to navigate the Pasifika work across the MOE towards desired behaviours in planning, ownership, responsibility, accountability, Commitment, delivery and monitoring of the Plan, as well as steering Pasifika communities to working together in strategic ways that take account of multiple community differences.

Managerial Expertise

Adopting an open and flexible management style that built on people skills are important. A small Pasifika Unit within a large organisation is central to making sure that responsibility is realised in strategic and business planning alongside identifying capability and capacity issues. Success is measured by improvements in other groups' responsibility for Pasifika issues, and, managing competing demands on resources and priorities effectively and efficiently. Success is also supporting managers to lead the Pasifika work.

The above narrative is used to negotiate insider/outsider perspectives, issues of validity and reliability, and provides strong links with culture, identity, upbringing and style. In this case, cultural and professional competencies have been critical in being able to influence

and drive the MOE's response to Pasifika communities' education expectations and aspirations.

4.4 Ethical Considerations

The thesis is guided by the public service code of conduct which is adopted by the MOE, and the University of Canterbury research ethics. The public service is made up of many organisations with powers to carry out the work of Aotearoa New Zealand's democratically elected governments. Public servants must act with a spirit of service to the community and meet high standards of integrity and conduct, and must be:

> **Fair** … treat everyone fairly and with respect, be professional and responsive, work to make government services accessible and effective, strive to make a difference to the well-being of New Zealand and all its people.
>
> **Impartial** … maintain the political neutrality required … unaffected by … personal beliefs, support the organisation to provide robust and unbiased advice, respect the authority of the government of the day.
>
> **Responsible** … act lawfully and objectively, use the organisation's resources carefully and only for intended purposes, treat information with care and use it only for proper purposes, work to improve the performance and efficiency
>
> **Trustworthy** … be honest, work to the best of …abilities, ensure actions are not affected by … personal interests or relationships, never misuse … position for personal gain, decline gifts or benefits that place … under any obligation or perceived influence, avoid any activities, work or non-work, that may harm the reputation of … organisation or of the State. (State Services Commission, 2007, n. p.)

In May 1998, the Organisation for Economic Co-operation and Development (OECD) recommended Principles for Managing Public Ethics in the Public Service to its member countries. Its Public Management Service noted that:

> Although governments have different cultural, political and administrative environments, they often confront similar ethical challenges, and the responses in their ethics management show common characteristics. … Member countries need to have a point of reference with combining the elements of an effective ethics management system in line with their own political, administrative and cultural circumstances. (OECD, 1998, p. 1)

The thesis was approved by the University of Canterbury's Ethics Committee and complies with all its requirements. While the University of Canterbury's research ethics covers a

variety of areas and is looked after by a variety of departments, this thesis uses the guidelines adopted by the Research and Governance Committee for human research ethics; that is:

> setting standards to maintain and improve research quality whilst safeguarding the public and especially all those immediately involved in specific research projects. It focuses particularly on all work involving human participants wherever they may be located within the university system. Its aim is to ensure that any risks, particularly but not exclusively, to participants are effectively identified and managed. This is to be secured through the achievement of key standards in the following areas:
>
> - Ethics: ensuring the dignity, rights, safety and well-being of research participants;
> - Science: ensuring that the design, methods and conduct of research are subject to independent review by experts in the relevant field;
> - Information: ensuring that the findings of research are appropriately and effectively disseminated and that there is full public access to information regarding research and its findings;
> - Health and safety: ensuring that, at all times, the safety of research participants, researchers and all other staff is protected; concern for the research environment is also paramount;
> - Finances: ensuring financial probity;
> - Legal issues: ensuring compliance with the law in the conduct of research; and
> - Preventing fraud and misconduct in research. (University of Canterbury, 2009, n.p.)

The thesis is a retrospective triangulation and analysis of information gathered by the MOE which meant that participant informed consent was not sought as is usually the case in research. However, in talanoa ako held across the country, Pasifika communities were informed that their views on Pasifika education were going to be noted and used by the MOE in drawing up Pasifika strategic plans, to which participants agreed. The MOE statement provided at the beginning of the thesis consented to the author's use of information and data gathered during the course of her work as the PMP.

4.5 Risks and Mitigating Strategies

At the time of the first talanoa ako series in 1994, Pasifika communities voiced their concerns and wariness about consultations. There was a feeling that people took information from communities and never came back to say what or how the information was being used. Another reason for being wary was that there was a belief that consultation

by government agencies was a process to be followed but that decisions were already made by the consulting agency. It was important to allay those fears and to commit to follow up by providing a full explanation of the process including the fact that the talanoa ako series were fact-finding and information-gathering opportunities to find out what Pasifika peoples' expectations of education were and how education was affecting Pasifika peoples. These views were gathered to help the MOE develop a plan for Pasifika education and that no prior decisions had been made before holding talanoa ako. Agreement was made that information gathered from these consultations would be reported back to participants to check for accuracy and provide them with another opportunity for further comment. Pasifika communities were also advised that information was available and recoverable publically, and that the MOE was going to use the information to develop Pasifika education strategies.

This thesis was started some years after the first MOE-led talanoa ako with Pasifika communities.

4.6 Change Management

Developing the response to Pasifika education involved managing change from different perspectives including communities, education providers and the MOE. There are numerous opportunities to fail, but Frank Ostroff (2006) provided some principles on how to get the job done successfully or with less interruptions. Ostroff's five change management principles are tabled below.

Table 15: Principals for Managing Change from Different Perspectives

Principle	Rationale
1 Improve performance against the agency mission	This ensures efficiency and effectiveness and ensures fit with the organisation's mission and vision
2 Win over stakeholders	Stakeholders are both internal and external ranging from senior managers through to Ministers and Cabinet. Be aware of present realities
3 Create a Road Map	This includes identifying performance objectives, setting priorities and rolling out the programme. Focus on leaders and management levels. Set a clear path
4 Take a Comprehensive Approach	Incorporating organisational structure, infrastructure people and performance management, adopting an overarching view. Develop a broad base of support
5 Be a Leader, not a Bureaucrat	Bureaucrats are wary of barriers and change. Hold people accountable

Adapted from Ostroff, 2006, pp. 142–147

These principles, while published several years after the first Pasifika plan was released, were useful for the author in checking whether similar processes were used by the PMP in the process of developing the MOE's response to Pasifika communities. Bruce (1998) identified that performance management systems are integrated systems which consider individual's and organisation's performance as one system. This requires the mission, vision, and values of the organisation to be the blue print for all activities. Nilakant and Ramnarayan (2006) identified four core tasks in their model for organisational change management to include

> … appreciating change, mobilising support for change, executing change and building change capability" as important in managing change. ... [They also] caution managers against action without reflection, energy without focus and competitiveness without compassion. (p. 15).

These also provide valuable reminders of how to make sure that the proposed Pasifika changes in the education system were owned by the whole organisation, and, therefore able to be sustained.

Using the four tasks proposed by Nilakant and Ramnarayan (2006) and those from Ostroff (2006), talanoa ako also helped Pasifika communities to gain an appreciation of change, mobilise their support for that change, execute the change and build capability. This meant that Pasifika communities and MOE were both undergoing changes in order to support Pasifika education. The resulting Pasifika plans required changes in the way the MOE addressed Pasifika education issues, and the way it guided the education system towards working better for Pasifika peoples.

4.7 Interdisciplinary Approaches

In identifying ways of creating value in MOE and Pasifika community relationships that were focused on education, the thesis drew on several areas across the social science disciplines. Firstly, drawing on a Tongan world view of culture, identity, upbringing and style helped to identify culturally relevant approaches and methodologies, resulting in the identified tools created specifically for use in this thesis.

The primary focus of the thesis is on the MOE's responsiveness and development of strategic plans for Pasifika education together with strong Pasifika community input. Using a variety of strategies, broadly within an action research approach, the thesis is based on the notion of the centrality of being Tongan and being Pasifika, and that culture, identity, upbringing and style count; on the importance of Pasifika leadership in enabling the inclusion of other significant stakeholders such as Pasifika peoples and educators; and with education agencies working alongside the MOE in strategic planning.

The iterative nature of this work has enabled a consistent and concerted effort that is not based on a scattered approach, but was driven by evidence, data, and, understanding of community aspirations and expectations. These were then translated into actions as well as gathering commitment and responsibility from everyone including the government, education services and Pasifika peoples. This approach sought change across the education system through the MOE and other education agencies, early childhood services, schools and tertiary providers as well as Pasifika peoples to improve Pasifika presence, engagement and achievement in the Aotearoa New Zealand education landscape. Pasifika education achievement must change for the benefit of all.

4.7.1 Action Research, Planning and Leading Change

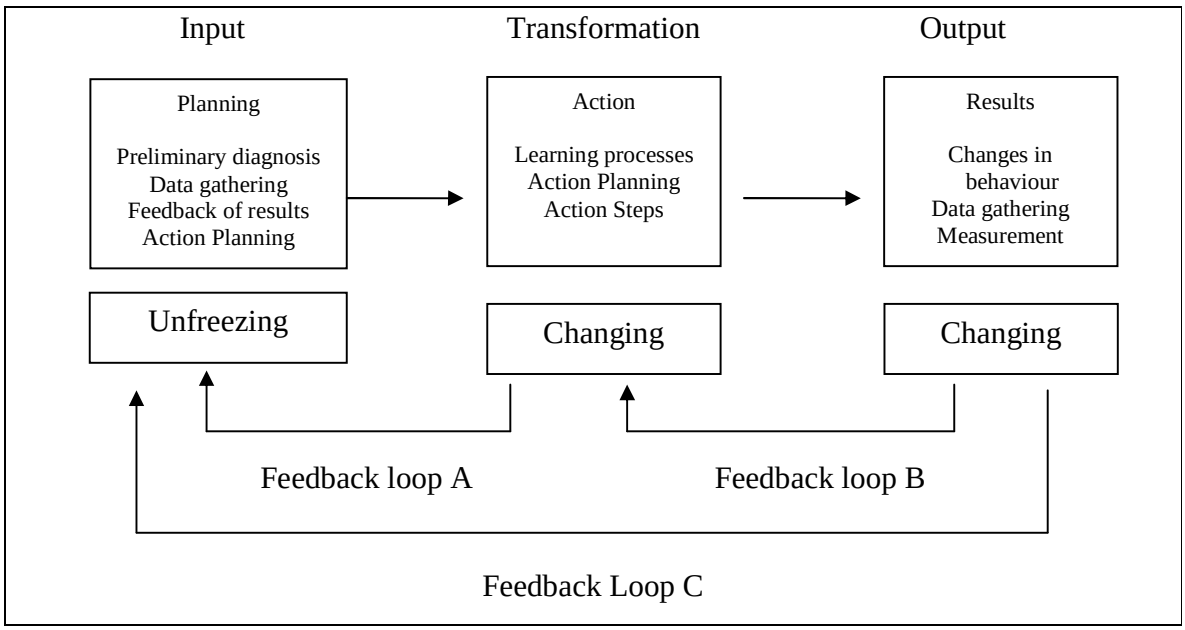
The term action research[51] was coined by Kurt Lewin in the mid 1940s to describe comparative research on the conditions and effects of various forms of social action.

> Action research is a flexible spiral process which allows action (change, improvement) and research (understanding, knowledge) to be achieved at the same time. The understanding allows more informed change and at the same time is informed by that change. People affected by the change are usually involved in the action research. This allows the understanding to be widely shared and the change to be pursued with commitment. (Dick, 2002, np)

The figure below shows the processes and systems involved in action research.

[51] Action research can focus on particular aspects such as on cooperative enquiry focusing mainly on "research 'with' rather than 'on' people" (Heron and Reason (2000), Participatory Action Research (Paulo Freire, 1970), Developmental Action Inquiry focused on simultaneously conducting action and inquiry as a leadership practice (Torbert, 2004), or the Living Theory approach where individuals generate explanations for their educational influences in their own and others' learning Whitehead (1989) and McNiff (2006).

Figure 43: Systems Model of Action-Research



Lewin (1958) cited in Dick, 2002, p. 315

The cycle begins with a series of planning actions that include preliminary diagnosis, data gathering, feedback of results, and joint action planning. The second stage is the transformation phase that includes analysis and discussions leading to behavioural changes that could result in altering previous planning to bring the learning activities into better alignment with the change objectives. The third stage is the output or results phase where actual changes in behaviour (if any) resulting from the steps taken previously were realised. Figure 43 above follows the repetitive cycle of planning, action, and measuring results illustrating Lewin's general model of change (in Dick, 2002) where the planning stage is a period of unfreezing or problem awareness. The action stage is a period of changing and the results stage is a period of refreezing, in which the information gathered and feedback loops lead back to further planning. This cyclic action can be seen in the use of the new tools created by the author to retrospectively analyse information, processes, and resulting iterative education plans, where progress in one plan reinforced later Pasifika Education Plans, where strategies were actively adjusted and evidence used to drive change.

The interdisciplinary, complexity and the many layers that the methodology for this thesis followed is shown as an interweaving circle of influence[52]: while independent, it is also inter-dependent and collaborative. Each circle represents a sphere of influence and context that can harmonise simultaneously with the other spheres of influence, as well as tailor responses and approaches so they fit with other spheres. Each sphere of influence can have their differences, but they can also interact analytically with each other, like the unity in diversity discourses. When a sphere of influence is no longer needed, it can be removed or modified, and other contexts and levers added as required or spheres are peeled back layer by layer to further uncover the essence of these spheres of influence.

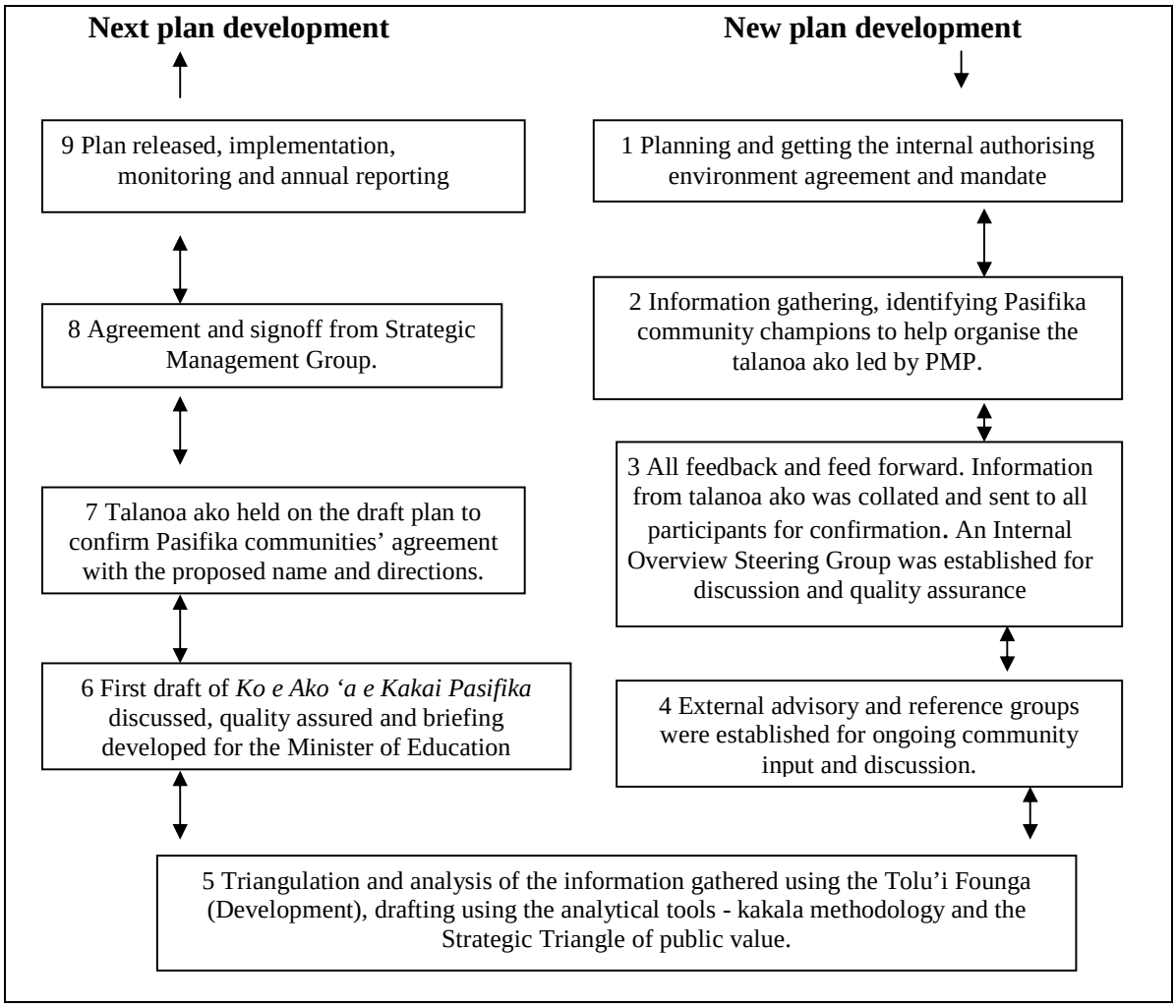
4.7.1.1 Pasifika Planning for Action

In her role as the PMP, the author used the first two months at the start of her employment to find out more about the internal workings of the MOE, its culture, vision, mission and goals, its systems and processes, its previous response to Pasifika education, relationships with Pasifika peoples, its response to Māori education and education generally. Gathering this information and considering, strategising, problem solving and identifying possible approaches were the main activities for the next few weeks, which resulted in identifying the importance of the MOE developing a strategic plan for Pasifika education. This work, though, needed Pasifika communities and the MOE to work together, and a plan for action was approved. Figure 44 below shows the planning action cycle that was consequently followed and that this planning cycle changed and consolidated over the years as it developed.

The first step was getting internal approval from the MOE to develop a Pasifika education strategic plan. One of the first actions was gaining approval from MOE management to consult Pasifika communities through talanoa ako. As explained earlier, extensive consultation with Pasifika communities on strategic plan development was relatively unused in the early- to mid-1990s and the PMP had to gain agreement and resources for this to happen. This also involved making sure that the MOE had the capacity and capability to fulfil the agreed work programme, included in Figure 44.

[52] Refer to Figure One, Chapter One. This figure shows insider/outsider challenges and spheres of influences impacting on the Pule Ma'ata Pasifika (PMP) role and the need for the PMP to be able to operate across numerous contexts.

Figure 44: A Summary of the Steps Taken in Developing Pasifika Education Strategies



The second step was information gathering using the three approaches of talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktakes). These were performed concurrently over a three-year period, with the talanoa ako taking two years to complete. Identifying community champions helped to access Pasifika communities across the country. Regular briefings on progress were provided to MOE management.

The third step involved information feedback and feed forward loops where collated information was sent to all talanoa ako participants for confirmation. This also provided further opportunities for feedback from participants. Policy gaps were identified and evidence was gathered to identify priorities and actions to bridge and plug those gaps. This

step also included setting up of internal discussion groups of senior managers (known as the Overview and Steering Group, OSG), regional teams, and policy groups which focused discussions on identifying gaps, MOE capability, capacity and role clarity.

The fourth step involved setting up an external discussion group for ongoing community feedback and support during the development process. The Pasifika Education Reference Group (PERG)[53] was set up to ensure that Pasifika community voices continued to be present in developing policy and strategic plans.

The fifth step involved triangulation and analysis of the information gathered and drafting the plan. Retrospective review of this process used the tools Tolu‘i Founga (Development),[54] Fatu‘anga Kakala (Strategic Value). This step included publication of the report, “Challenging Success, Developing Pacific Island Education in Aotearoa New Zealand” in 1994. Discussions with the PERG and internal groups continued to make sure that the work was critiqued well and relationships with Pasifika communities maintained and sustained. The drafting phase involved staff discussions and quality assurance before seeking senior management approval. Once gained, the Minister of Education was briefed, who wanted another round of talanoa ako to confirm that the draft plan was heading in the right direction and that Pasifika communities approved of the proposed directions.

This was completed during 1996 and it found that all communities agreed with the priorities particularly because Pasifika voices were reflected strongly in the draft plan. Internal agreements were sought, taking another year to complete. The PERG continued to have bimonthly meetings alongside internal OSG meetings to discuss drafts. Once this was completed and with PERG’s agreement, final approval was sought from the MOE’s

[53] The original members of the Pasifika Education Reference Group were Ms Betina Fuli (Tokelau), Sai Lelea (Fiji), Ms Mele Piukala Tahaafe (Tonga), the late Mr Tere Tangaroa (Cook Islands), the late Ms Tapuaki Vaha (Niue) and Mr Kuresa Tiumalu-Faleseuga (Samoa). The group’s chair was Kathy Phillips and was supported by Lesieli Tongati’o and Granby Siakimotu. Kuresa, Sai, Mele, Tapuaki and Tere attended and participated in the launch of Ko e Ako ‘a e Kakai Pasifika.

[54] The Tolu'i Founga (Development) is used to negotiate the retrospective analysis of information gathered by the MOE before and since 2003, helping to differentiate between the MOE’s work and this thesis, addressing insider/outsider issues. The Tolu'i Founga (Development) also provided for opportunities for analysis of the information gathered through talanoa ako (consultation), ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake) together, and used in developing a strategic response to Pasifika education.

Strategic Management Group. Ko e Ako ‘a e Kakai Pasifika was released on 10 December 1996.

4.7.2 Narratives and Vignettes

The thesis uses narratives and vignettes to draw attention to different contexts or examples of good practice drawn from different areas of Pasifika education, to highlight particular areas, issues or voices drawn from talanoa ako presentations. Some narratives and vignettes provide insider/outsider voices that anchor on culture, identity, upbringing and style, others draw from the key features of the analytic autoethnography approach (Anderson, 2006) to create dialogues outside of the self and ensure there were clear distinctions between the author and the PMP role.

4.7.3 Case Studies

The thesis uses cases[55] to provide real-life contexts and examples that help to create more understanding of the complexity of the issues discussed to bring out detailed contextual analysis of events, conditions, contexts and their relationships (Yin, 1993). The author has created six cases for use in the thesis, to highlight and exemplify key areas, or to provide examples of theoretical propositions that help to clarify the deeper causes behind a given problem, the solutions identified and their consequences.

Case study methodology is often criticised for its dependence on a single case making generalising and drawing conclusions difficult. However, others have

> … forcefully argued that the relative size of the sample whether 2, 10, or 100 cases are used, does not transform a multiple case into a macroscopic study. The goal of the study should establish the parameters, and then should be applied to all research. In this way, even a single case could be considered acceptable. (Hamel, in Yin, 1993, p. 23)

[55] The use of case studies for the creation of new theory in social sciences originated earlier in the twentieth century (Barney Glaser and Anselm Strauss, 1967 cited in Tellis, 1997) and has gained popularity in recent decades. One of the areas in which case studies have been gaining popularity is in educational evaluation and professional development.

The first case, *Developing the first suite of Pasifika targeted policies to support* Ko e Ako ‘a e Kakai Pasifika, highlights the beginning of a series of initiatives to help achieve improvements to Pasifika education. Before the first plan was released, every opportunity was used to develop policies and secure funding for Pasifika education initiatives.

The second case is about successful MOE community partnerships through the development of the *Diploma in Teaching, Early Childhood Education, Pasifika*, at Level 7 of the National Qualifications Framework. The diploma provided another pathway for Pasifika educators to gain qualifications and contribute towards raising the quality of Pasifika early childhood education services. Two diploma programmes were developed, first by the Auckland University of Technology (AUT) followed by Te Tari Puna Ora Aotearoa, New Zealand Childcare Association (NZCA). After gaining the necessary programme approvals, including approval from the New Zealand Teachers Council, the first intake of 38 trainees started these programmes in late July 2004. This intake graduated in May 2007.

The third case is *Pasifika Education is Everyone’s Responsibility*. This case highlights how the growth in the MOE’s Pasifika work programme had driven structural changes culminating in the creation of a small dedicated team which has grown from one person in National Office in 1993, two people in 1996, four people by 2001 and became the Pasifika unit in 2003 with 4.5 full-time staff. A review in 2008 saw another full-time position added to the Pasifika unit[56]. This case highlights the development of the Pasifika unit and Pasifika Advisory Group (PAG, previously called the PERG) together making sure that community voices were heard by the MOE and that resulting plans were implemented and reported on. The PAG is made up of community and sector organisational representatives that advise the MOE.

Case study four is *Talanoa Ako with Secondary Principals*. The talanoa ako in this case happened at one of the Pasifika Advisory Group meetings. These principals gave insights on the challenges facing their schools and some of the solutions that have worked over the years.

[56] After unsuccessful recruitment drives over a two year period, this position was offered up as savings in 2010.

The fifth case is the *Auckland Pasifika Strategy*. Pasifika education must work in Auckland where the highest proportion of the Pasifika population in Aotearoa New Zealand live and attend education services. The Auckland Pasifika Strategy is derived from the Pasifika Education Plan and works across the region where engaging communities is a key activity of the Northern Regional Office and the Pasifika Team in that region.

The sixth case *The Ministry of Education's response to Pasifika communities' voices in early childhood education* is more detailed than the other five cases and demonstrates how the MOE collected Pasifika peoples' voices and its response to those through developing Pasifika education policies and implementation strategies.

4.7.4 Triangulation and Analysis

Having heard Pasifika peoples and stakeholders' expectations of education, strong leadership was needed to institute and influence change within the MOE, the education sector, parents, families, students and communities, and, Pasifika education stakeholders generally. Leadership became a key factor in making sure that community input was successfully used to create value for the MOE, and, that this value could flow on to implementation and education service delivery. The Pasifika strategic plans became the instrument of change and the thesis draws on the interconnectedness between leadership, relationships with Pasifika communities, different contexts and policy responses.

Tolu'i Founga (Development) was used to retrospectively triangulate and analyse information gathered by the MOE and used in developing Pasifika strategic plans. Priorities were identified by the number of times that issues were raised by communities during talanoa ako, weighted to identify priorities against existing policies and those areas that were outside government priorities. This meant that the priorities were also considered alongside the relationships and intersections between culture, authorising environments, public value and organisational capability. These relationships were not always linear, but were cyclical, resembling the action research cycles discussed above.

4.8 Tools Created for Use in This Thesis

Introduced in Chapter One, the four tools created for use in this thesis are discussed in more detail in this section.

4.8.1 Tolu‘i Founga: Development Strategy [Tolu’i Founga (Development)]

This tool encapsulates the three approaches of talanoa ako, ngaahi fekumi (literature review), and ngaahi ngāue (policy stocktake). Ngaahi fekumi (literature review) is included in Chapter Three which identified that in the 1980s and 1990s, few research studies were focused on Pasifika education in Aotearoa New Zealand, and that there were few targeted Pasifika policies. The few research reports that did exist all point to a Pasifika population that did not achieve its objectives for leaving their home countries by identifying low participation and achievement across all areas of education. Ngaahi ngāue (policy stocktake) is included in Chapter Five as stocktakes of the policy initiatives that were in place during Pasifika strategic plan development. Triangulations of information gathered by these three approaches are also included in Chapter Five. Talanoa ako is discussed in more detail below.

This thesis uses talanoa ako, to be clear that the consultations, dialogues and conversations were about education. The term talanoa ako[57] (consultation) has been used by the MOE as the title of its Pasifika education news magazine *Talanoa Ako - Pacific Education Talk* since 1998.

4.8.1.1 Talanoa Ako

This methodology was driven by Tongan and Pasifika contexts of families, clans, and communities of interest using talanoa as a key process for discussing issues and arriving at actions. This method is used for arriving at consensus decisions and for participants to feel that they have been included in the decision making process, or as an opportunity for the leader or elder to give information or directions to the rest of the family. Talanoa[58] is also a

[57] Talanoa ako in Tongan means talking about education. This thesis uses talanoa ako to broadly represent consultation.
[58] Every time an issue, action or decision needs to be made, all parts of a family, interest group or community are invited to a fakataha, talanoa, fono or uipa’anga. Different words are used in different Pacific Island countries but talanoa or

common methodology used across the Pacific region and the concept and process is used extensively throughout this thesis. Using this methodology was based on the PMP's belief that communities must be part of conversations that led to strategy development and identifying long-term solutions. This process allowed for multiple conversations to take place helping to create more understanding and commitment to the identified solutions.

Engaging Pasifika peoples and education stakeholders was important in making sure that their voices were heard and used in developing Pasifika education strategies. Two theories of engagement are used by the thesis, talanoa ako and the Three Frames (Varghese, 2006).

In the initial talanoa ako series held between 1994 and 1995, it was obvious that Pasifika communities viewed the MOE with some caution because this was the first time the MOE had gone out to consult the community on strategic planning. The community was also wary of consultation because their previous involvement in consultation with government departments were not positive, or that departments took information from Pasifika communities and never reported back to them on how that information was used.

What was different about talanoa ako in 1994 was that there was no written consultation document on which to base discussions. Rather the initial talanoa ako were opportunities to ask Pasifika students, parents, families and communities about their views on education – their experiences in education, successes and failures, what was working well or not working well, the strengths of their previous education experiences and any weaknesses, future opportunities and threats, education aspirations and what/how the education system can work better for Pasifika peoples. Public value is delivering services that citizens need and want, and listening to the public in the drive for improved performance (Edlin, 2007).

Talanoa, fofola e fala ka e fai e tālanga (spread out the mat for people to sit and hold a conversation), or uipa'anga (meeting in Cook Islands Māori) are terms used across the Pacific region to mean formal and informal conversations. Talanoa is a universal

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fono was by this time familiar to Pasifika communities in Aotearoa New Zealand and was commonly used. Talanoa ako is used in this context to refer to the use of discussions and consultations about education in the development of education plans.

Polynesian methodology and process of engagement (talking, discussion and consultation) that gives people the opportunity to be heard through face to face conversations (Fletcher, 2003; Vaioleti, 2004; Fletcher, Parkhill and Fa'afoi, 2005; Fletcher, Parkhill and Morton, 2006; Anae, 2007; Manu'atu, 2007; Prescott, 2007; Helu Thaman, 2007).

> … talanoa involves open expression of inner feelings and experience of who we are, what we want, and what we do and share as members of different groups. … Talanoa helps build better understanding and cooperation in how we relate to each other through speaking and listening to each other … This is the Pacific way of solving problems, communicating and respecting each other's opinions, rights, obligations and values. Talanoa operates at all levels of Pacific Island life from everyday family situations to formal community meetings (fono). (Pulotu-Endemann, Suaali'i-Sauni et al., 2006, p. 34)

The value of adopting these approaches located the author in relation to the thesis, the MOE and Pasifika communities, and also provided opportunities to draw on insider/outsider conversations.

Relationships between and across Pasifika peoples are a significant value which is important for the execution of successful talanoa ako. Leadership is also important in talanoa ako because the audience values being able to hear from agency leaders, helping to identify authority and public value. The MOE has had a commitment to participating and engaging with Pasifika communities through talanoa ako since 1994. This thesis draws on the Pasifika voices gathered from those talanoa ako, which over the years has grown in strength, depth and sophistication, evidenced by the questions communities now ask. The MOE has also achieved the outcomes that are shown in the features of good talanoa ako, including making sure that multiple viewpoints are welcomed; that there is good interaction, cooperation, goodwill, and sharing of ideas and issues which affect public value; and using inquiry, exploration and participation with stakeholders in decision making roles such as in authorising environments and with those not in decision making roles such as in un-authorising environments (Varghese, 2006).

Talanoa ako helped to build trustful partnerships between communities and the MOE. Potential difficulties, therefore, needed to be identified and solutions found and planned for so that any vulnerabilities or risks might be minimised, enabling the partnership to be positive for both parties. This fosters open and honest discussion and sharing of ideas,

important if the goal is to be achieved; in this case, that Pasifika communities being partners in Pasifika education strategy development. Building trust takes time and commitment, and this was recognised early in the planning process and confirmed by Pasifika communities during the talanoa ako, through their appreciation for being involved and wanting to make sure that the MOE reported back to them.

Talanoa ako required extensive preparations and involved several actions and coordinated approaches to identify key participants. Successful talanoa ako also needed good organisational skills, public speaking skills, listening skills and knowledge of Pasifika contexts. For example, the author as the PMP briefed MOE staff to listen carefully during talanoa ako and not interrupt, not only as a sign of respect for participants but also a sign that people were serious about listening to the issues being raised. Staff were also alerted to the fact that Pasifika communities might firstly fall silent when questions were asked by the MOE or when opportunities were given for communities to ask the MOE questions. This silence may not be because people have nothing to add to the dialogue but rather it could be people jostling for position. For example, the younger participants in the audience will usually be waiting for the elders and/or leaders to ask the first questions or make the first comments, and then the rest will join in. These dynamics are not always clearly understood by outsider audiences (such as MOE non-Pasifika staff), and participant engagement is often indicated by the number and intensity of the questions asked. MOE managers were also briefed about Pasifika politeness and respect for others. This meant that talanoa ako would not be antagonistic, but the MOE should not be complacent because participants would be honest in telling the MOE how education was working for them, whether positive or negative. There would also be plenty of ideas on how to "fix" the system.

Pasifika peoples like telling their stories and/or speaking in metaphors and sometimes their questions can be lost in this process. Therefore, listening is critically important to make sure the questions are captured and responded to appropriately. Without talanoa ako the MOE may not have had the opportunity to hear Pasifika voices and may not have been able to develop plans for Pasifika education, and Pasifika communities may not have been able to influence those plans. The MOE's Pasifika Research Guidelines, published well after the 1994 talanoa ako series, suggested that identifying values and drawing relevant meanings from Pasifika participants was critically important and would help to foster ownership,

commitment and better alignment between professional and personal values (Coxon, Anae et al., 2002a).

Talanoa ako needed to happen with Pasifika communities across the country, and took two years to complete (1994 and 1995). The third year (1996), focused more on consultations and discussions within the MOE, and the establishment of the PERG (now known as the Pasifika Advisory Group), which held ongoing discussions with the PMP before finalising the strategic plan. Talanoa ako involves all parties sitting down and having open, respectful, honest discussions about education, sharing education information, and working together with the MOE in ways that enabled conversations with senior management directly, thus creating better understanding of Pasifika education aspirations and their effect on strategy development, *"in other words, the 'out there' has now moved 'in here"* (Fullan, 2002, p.582).

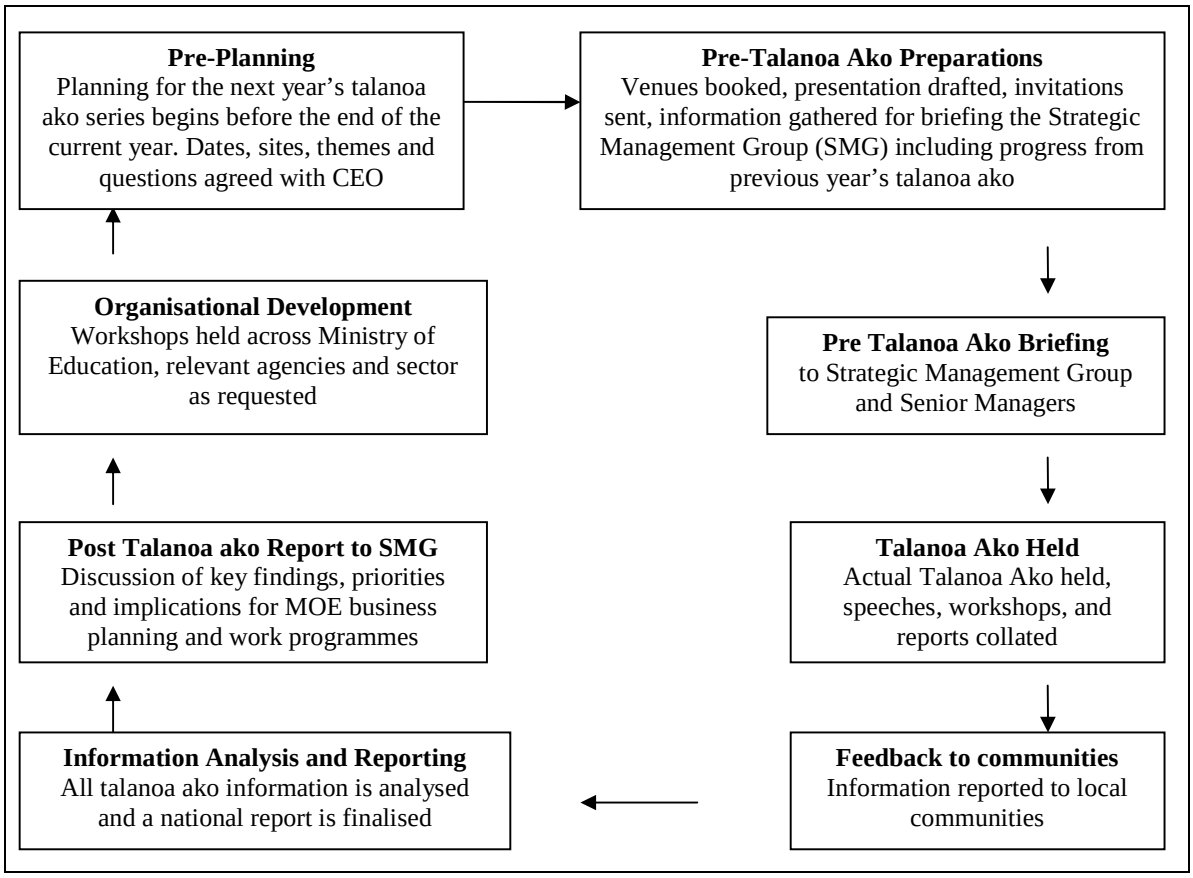
The talanoa ako format has generally remained similar over the years. The successful elements of talanoa ako were extensive pre-planning within the MOE and executing those plans. At the end of all talanoa ako the gathered information was sent to all participants for confirmation and provided another opportunity for participants to make further comments back to the MOE. The gathered information was used in internal MOE briefings and workshops, published in reports and used in different conferences, and reported to communities through various radio programmes. Since 2001, the Secretary for Education has led and attended every talanoa ako organised by the Pasifika unit, enabling the MOE to provide consistency and the ability to draw together a national picture.

The 2004 talanoa ako series saw specific questions[59] being asked at each talanoa ako, slightly tweaked depending on whether the audience were parents and communities or senior students. These questions anchored the workshop discussions, enabling every participant to contribute either in their Pasifika languages or in English. Over the past 16 years, the author conservatively estimates that the MOE would have held talanoa ako with at least 20,000 people including Pasifika senior secondary students, tertiary students,

[59] The following questions were asked at the 2005 talanoa ako *fono* series: What has worked to support you and your family in your education?; What matters the most for your family's learning and what influences that?; If you had the opportunity to design the system or curriculum of the future, what might you include from a Pasifika perspective and why?; How can each of us contribute to a successful education?

parents, communities, leaders, principals, teachers, church leaders and several Pasifika NGO's. Narrative Five in Chapter Five provides more information on the talanoa ako series. Planning for successful talanoa ako is shown in the following figure where planning starts before the end of the previous year, making sure that the dates are booked early on senior management calendars. This also enables briefings for MOE leadership and logistics to be organised well before the talanoa ako is held.

Figure 45: Planning for the Talanoa Ako Series



The success of talanoa ako is also about an understanding of the dynamics of Pasifika engagement. This meant having an understanding of participants, the leadership dynamics within Pasifika communities, the elder/younger voice relationships, gender implications and the authority, trust and respect between Pasifika communities and MOE staff present at talanoa ako. The value of education is reflected by communities' willingness to be engaged

in talanoa ako with the MOE, in enabling conversations that were central to the development of Pasifika education plans[60] over several years.

4.8.2 Ko e Faā'i Mata 'o e Tauhi Vā, Fatongia, Feongoongoi mo e Talanoa Ako: The Four Frames of Relationships, Performance, Alignment and Talanoa Ako. [Faā'i Mata (Relationships)]

This tool is used to look back on the processes used in information gathering, developing relationships with Pasifika peoples and how this contributed to the MOE's performance. Internal and external alignment is important to ensure successful access to and use of Pasifika voices in strategy development.

Varghese (2006) used the "three frames" as a way of delivering innovative public value based on having clear understanding of the desired outcome, and, connecting people and organisations so that they identify the problems and responses together. The three frames approach consists of three interacting learning frames of relationship, performance and alignment. The relationship frame helps individuals and groups develop rapport with others, providing the best environment to solve problems, support each other and to achieve desired outcomes. Stocks of social capital, such as trust, group norms and self-help networks, tend to be self-reinforcing and cumulative and successful collaboration in one endeavour builds connections which make further collaboration possible.

The performance frame looks at what goals need to be set, how to achieve them and what measures were needed to monitor performance. In the macro sense "government" expectations are the benchmarks and in this frame, one needs to determine what the department want to achieve and the way it wants to achieve it – making sure the goals are consistent with the MOE's vision, mission and priorities.

The alignment frame looks at the relationship between or within organisations and their members, and identifies any blockages that are stopping them from achieving the goals set

[60] Later plans were based on the progress of previous ones because each plan had actions that needed to be implemented and later ones built off the success or otherwise of those actions. The iterative nature of the plans reflected government priorities, the targets that set forecasting for future years and actions that were needed to achieve those goals and targets. Each plan stepped up the ante on the previous one by creating targets to shift presence, participation, engagement and achievement further. These forecasts helped in creating the road map, with measurable, time bound or aspirational targets that stretched the system but achievable as well.

in the performance frame. This frame accepts as its basic premise that poor alignment of relationships creates barriers to the achievement of an organisation's goals (Varghese, 2006).

The "three frames" approach provided another way of looking at organisations in which the relationships between or within organisations and its members become crucial to achieving its goals and outcomes. From a Pasifika cultural perspective, the focus of the three frames approach on the importance of relationships is significant because the PMP identified that building and sustaining relationships across the MOE as well as with external communities and Pasifika education stakeholders contributed to the success of strategic planning for Pasifika education. For example, the PMP's ability to meet and have talanoa ako with communities was based on internal MOE agreement to these actions at the beginning of the process, as well as the PMP's ability to identify key community informants who helped to organise the initial talanoa ako series, and gain entrance into Pasifika communities themselves. Briefings to MOE managers before attending talanoa ako also created better internal alignment and focus on the expected performance outcomes.

These key contacts were firstly identified from the author's own substantive personal contacts and networks that had been developed before becoming the PMP. The PMP provided the leadership that the MOE needed in approaching Pasifika communities and when fronting up during the talanoa ako, the PMP was part of a team from the MOE that was coordinated and aligned. This helped Pasifika communities to get an understanding of the MOE management who attended talanoa ako, whether it was the Secretary for Education, regional managers or other managers from the MOE's National Office. Pasifika communities were also able to see the relationships between the PMP and the rest of the MOE management team in attendance, creating trustful two way relationships.

The "three frames" focuses on effective relationships that are connected for a common purpose (alignment) to meet government expectations (performance). The talanoa ako brought the MOE and Pasifika communities together, building strong supportive relationships for a common purpose, aligned in making sure that Pasifika education aspirations and expectations were heard and met where possible, and that Pasifika strategic plans were delivered, and performance measured for effectiveness. That is:

> The Three Frames supports Moore's idea that public managers are seen as explorers (through the alignment frame) who with others (in the relationship frame) seek to discover, define and produce public value (the performance frame). I see the strategic triangle as an 'organic' system. Our reliance on mechanistic and controlling approaches to leadership and management stand in the way of innovation and effective leadership over participatory and self-organising processes. There is an intrinsic value in participation. … As Moore suggested: 'Managers should interact with the political system not simply through the medium of their mandated purposes but instead through more continuous and interactive dialogue'. (Varghese, 2006, p. 110)

Between April 2004 and July 2006, the OECD held a series of workshops in the United States, Sweden, the Netherlands and the United Kingdom where key players in research and policy exchanged experiences and practices. The resulting publication *"Evidence-based Policy Research in Education"*, looked at the issues affecting policy makers, researchers and stakeholders and it looked at the Aotearoa New Zealand experiences in the Best Evidence Synthesis (BES) programme. The BES development guidelines were highly commended for providing support to collaborative processes. Adopting a collaborative approach, while taking more time to do, lays the foundations for having a greater effect and the risk of not taking such a collaborative approach is to be inefficient and less effective.

> Dialogue isn't necessarily more efficient, but it's more democratic and, therefore, more effective … in the long run, dialogue and participation by a wide range of stakeholders produce better and more relevant education research, policy and practice. (Ginsburg & Gorostiaga (2003), cited by Alton-Lee in OECD, 2007, p. 73)

Talanoa ako does take time and it has been more democratic and effective in drawing Pasifika voices into the MOE. Wright and de Joux (2003) examined 11 case studies of innovation in the Aotearoa New Zealand public service. These cases involved engagement with stakeholders in leading effective and efficient policy development and implementation. They observed that it was useful to develop partnerships and collaborations with colleagues across agencies, individuals from the wider community and with organisations. However, in order to effectively exploit engagement opportunities, consistently planning ahead for engagement is necessary. They went on to identify key factors critical to success in any public service as

> sufficient resources; tireless risk management; senior management support, mandate, commitment, faith and trust; and management of diverse stakeholder interests, concerns and their tolerance for risk. (Wright & de Joux, cited by Alton-Lee in OECD, 2007, p. 76)

The talanoa ako and three frames engagement processes work well together to address the issues raised by Wright and de Joux as well as complementing each other's approaches and intersecting successfully with the analytical theories and methodologies offered by Helu Thaman and by Moore. The author has added a talanoa ako frame to the three frames, calling it Faā'i Mata (Relationships). This extended positioning shows the value of working from Tongan and Pasifika world views and successful integration with non-Pasifika theories to create robust engagement and analysis from both Pasifika and non-Pasifika perspectives.

As already shown in the planning processes for the talanoa ako series, several areas needed to be aligned internally within the MOE, starting with the chief executive through to staff in regional offices. The Talanoa ako series is a significant commitment by the MOE and Pasifika communities and they must work well because the organisation's reputation is on the line with such activities. If the MOE did not deliver on its talanoa ako purposes, the Pasifika communities would not see the value of participating in them. Relationships within the organisation needed to work well, and it was important that senior management had the will to support the event through participation and listening to Pasifika communities, that the MOE voices were aligned and that there was honest feedback and answers to the communities' questions. The talanoa ako have been successful events and are valued by both MOE and Pasifika communities shown by community attendance, youth participation and, in some cases voicing of issues that might be difficult to voice individually such as issues related to violence, a lack of time for study, or a lack of support/belief from parents that students were going out to the library in the evenings for study purposes and not roaming around town. Talanoa ako evaluation forms are used at each event and analysed to see how the next talanoa ako could be improved. The table below shows how this tool Faā'i Mata (Relationships) is being used in this thesis.

Table 16: Faā'i Mata (Relationships)

Tauhi Vā :Relationship Frame	Fatongia :Performance Frame	Feongoongoi : Alignment Frame
• Pasifika culture and identity were used to identify the relationship building tools of engagement • Planning, briefings, processes, methodologies, and outcomes were identified and agreed to within the MOE and helped to create strong supportive relationships and rapport with managers, leadership teams, and regional teams giving authority to the pending utilisation of consultation processes • Understanding Pasifika leadership, the dynamics of social engagement and interaction, building trustful reciprocal relationships to create opportunities for dialogue and honest sharing of information • Joint commitment to sustaining successful and ongoing collaboration and relationships • Being able to draw in multiple Pasifika voices from leaders, parents, families, communities and youth	• At talanoa ako MOE providing clear information about why it was seeking community views, reasons for developing the relationship, performance goals, timeframes, clear and measurable milestones and reporting back to communities • Clarify how the gathered information will be used, analysed and drawn together alongside policy stocktakes and evidence from literature reviews to set goals, targets and actions for Pasifika plans and how performance will be monitored • MOE explaining its role as a government agency, priorities and expectations of education and what it can and can't do in terms of Pasifika expectations that were clearly outside government policies, such as costs in tertiary education • Making sure that key MOE and Pasifika peoples were present during consultation	• The MOE wants Pasifika voices to be included in policy development. The Pasifika community in Aotearoa New Zealand is diverse, complex and young with strong ethnic communities with multiple world views and identities, with more the majority of the population now born in this country • This frame helps in looking at relationships between and within ethnic groupings, Pasifika leadership and community organisations and issues of diversity, culture, identify and ways that help to bring forth an acceptable whole of Pasifika approach that can be delivered differentially to diverse groups • Poor relationships alignment within and between MOE and Pasifika communities can create barriers to realising the intended goals of developing Pasifika education strategies. Strength based alignments provided opportunities for moving forward
Talanoa Ako Frame • The talanoa ako frame is deliberately located across all Three Frames to show how feedback and feed forward opportunities are important in informing future actions, progress, managing risks and resulting changes. This frame helped the Pasifika unit while small, to create a presence that is known within the MOE, providing overview, leadership and coordination that is also visible externally • The face to face talanoa ako is a Pasifika preferred engagement model. This Frame is important in making sure that the MOE is credible, always relevant with MOE leadership fronting during talanoa ako • Pasifika leadership was a strong element of the feedback and feed forward frame so that the Pasifika communities feel valued, and that the MOE was going to be a good listener shown through noting and using Pasifika feedback in policy development • It was important that Pasifika communities did not feel exploited by the MOE taking their expectations, thinking and aspirations away and not coming back to tell them what has happened to their information. • The talanoa ako *frame* enables conversations across the relationship, performance and alignment frames, necessary for coordination, collaboration and creating value for MOE and Pasifika peoples • Leadership must be present within the MOE as well as within Pasifika communities. This is critically important because the Pasifika community wants to see the leaders from the MOE and the MOE wanted to make sure they were meeting community leaders, the movers and shakers who can also open doors for younger voices to be heard • Talanoa ako is a commitment to making a difference and reporting to communities on progress, and sustaining ongoing relationships		

4.8.3 Fatu‘anga Kakala ki he Ako: Strategic Value Chain for Pasifika Education. [Fatu‘anga Kakala (Strategic Value)]

The thesis adopts approaches that are anchored on Tongan and Pasifika world views and uses both Pasifika and non-Pasifika analytical tools, processes, knowledge, skills and competencies, research, evidence and talanoa ako with communities. These approaches also provided opportunities to see whether Pasifika strategic plans were cognisant of Pasifika methodologies and met the requirements of the public value chain. This approach warrants analytical tools that meet both Pasifika and non-Pasifika perspectives and two have been chosen, kakala and the strategic triangle.

The strategic triangle or public value chain is used to analyse the work of public organisations from the perspectives of authorising environments, public value and organisational capability (Moore, 1995). This is integrated with Helu Thaman’s (1997) three-part kakala methodology of toli (flower gathering), tui (garland making) and luva (garland gifting) to create this new tool. This tool is used to analyse whether the MOE Pasifika strategic plans met the expectations of authorising environments, created public value and whether the MOE had the organisational capability to draw up Pasifika education strategic plans and gifting or handing these plans to others to implement, create their own plans from and report on progress.

4.8.3.1 Kakala Methodology of Toli, Tui and Luva

The kakala methodology provides culturally based tools for analysing the gathered information using the Tolu’i Founga (Development), putting this analysed information together and handing the finished plans over for implementation and reporting. Kakala is a garland of flowers that can either be worn round the neck, waist or sometimes on the hands, feet and hair to complete a set of garlands for a dancer, for example, or gifted to a special guest. For Tongans, a kakala is made for a purpose, an occasion, and for a wearer whose status and prestige is known and important to the garland maker and others. The intentions for kakala making must be known by the maker in advance, providing clear goals and a planned approach. Once this is clear and known, the making of the kakala gets under way with three interconnecting phases of toli (flower gathering), tui (garland making) and luva (garland gifting). The garland maker need skills, knowledges and competencies to be used

in all three phases for picking the flowers (toli – selecting appropriate information), weaving the flowers together to make a kakala (tui – identifying patterns, prioritising information and weaving a coherent plan together) and gifting the finished garland to others (luva – releasing Pasifika strategic plans to the education sector and communities for implementing and reporting on progress).

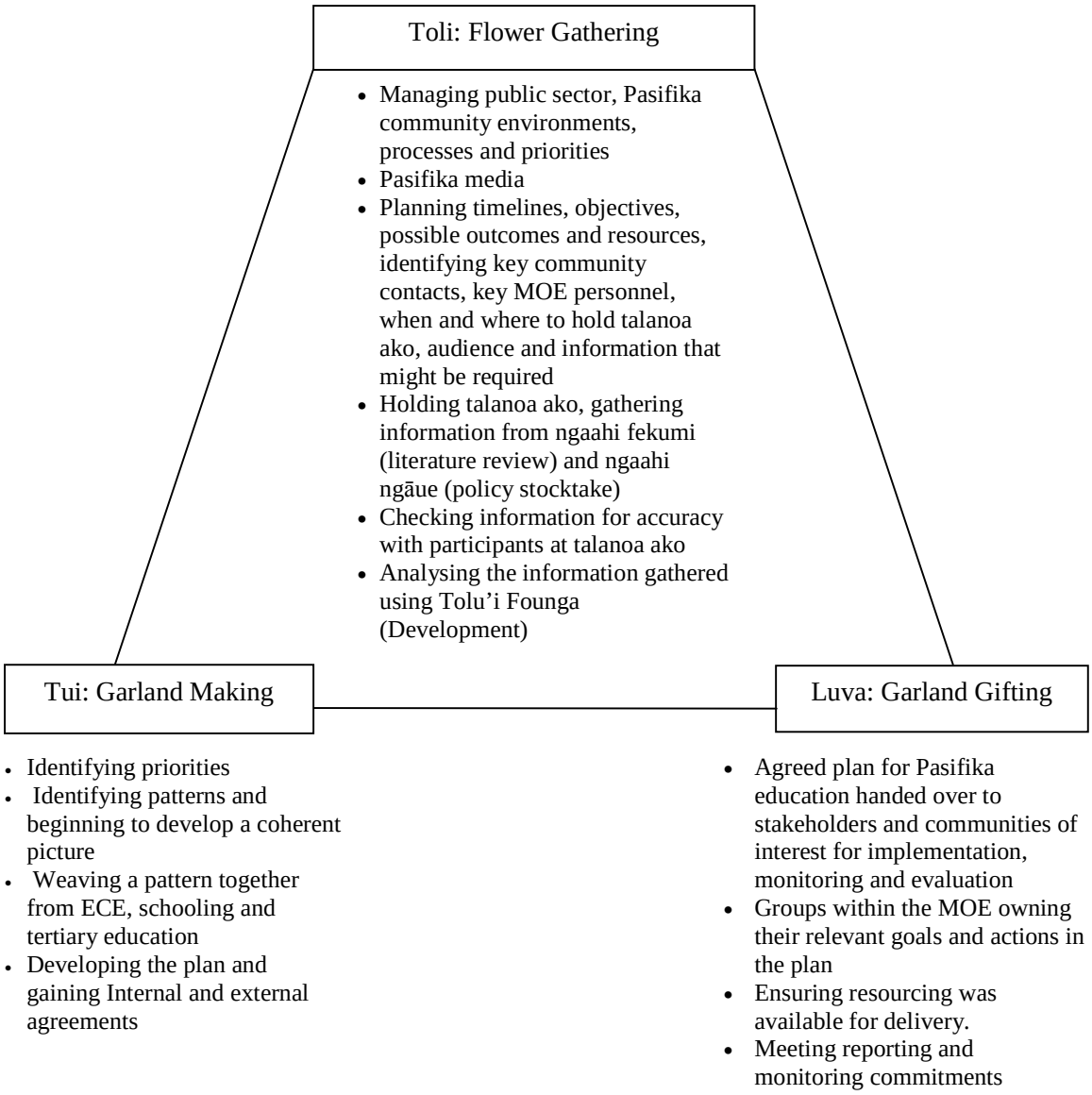
The first phase, toli is the flower collecting and selection phase, akin to the research methodology of information gathering and analysis. This phase requires expert knowledge, skills and competencies about flowers, flowers' rank (especially important in Tonga), seasonal differences, optimum picking time and storage, flower fragrance, fragility and longevity, availability and location and the intended wearer's rank and status and the occasion at which the garland would be worn. Good relationship skills are essential for seeking and getting permission for harvesting and picking the flowers, especially if the flowers are on someone else's property, which is usually the case, how to gather, transport and store these flowers, and, how to help their fragrance, colour and freshness last longer.

Phase two is tui, the process of making and putting the garland together, a skilled job requiring the maker to be expert in knowing how flowers should be put together, suitable patterns to match the wearer's prestige, rank and status, which flowers have higher rank befitting the occasion, which ones provide a good backing and which ones should be at the front and so forth. The garland maker also needs knowledge of garland patterns to be used for different ranks and social classes such as nobility or commoners, and the longevity of the flowers to match the length of the occasion, provide good balance between colour, fragrance, and aesthetics for the wearer and observers. This phase can be said to be the data processing, triangulation, analysis, prioritising, theorising and developing strategy.

Finally, the third phase is luva, where the kakala is given to the wearer, an act of love (‘ofa) and respect (faka‘apa‘apa), the application and implementation of the knowledge gained from the first two phases. Luva is also symbolic of handing over of knowledge to others (Helu Thaman, 1999), of praise, of recognition of rank and status and acts of kindness and joy.

In applying the kakala methodology to strategic planning several questions were posed at each stage to ensure clarity and coherence in development. The diagram below shows the considerations that needed to be made at each stage of development. Tradeoffs were also considered such as what can be done immediately and what was more important in long term considerations.

Figure 46: **Kakala Methodology and the Considerations that Needed to be Made at Each Stage**



The three phases of the kakala methodology are described in Table 16 below as they applied to Pasifika education strategic plan development.

Table 17: Applying the Kakala Methodology to Developing the Pasifika Education Plans

Kakala Methodology Phases	
Toli: Flower Gathering	• Before the information gathering phase,: planning including timelines, objectives, possible outcomes and resources, identifying key community contacts, key MOE personnel, when and where to hold talanoa ako, audience and information that might be required • Holding talanoa ako, gathering information from ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake) • Checking information for accuracy with participants at talanoa ako • Analysing and triangulating the information gathered through the Tolu'i Founga (Development)
Tui: Garland Making	• Identifying priorities • Identifying patterns and beginning to develop a coherent picture • Weaving a pattern together from ECE, compulsory education, tertiary education and education sector-wide • Developing the plan and gaining approvals • Gaining internal and external agreements from authorising environments through to Cabinet approval
Luva: Garland Gifting	• Agreed plan for Pasifika education handed over to stakeholders for implementation, monitoring and evaluation • Groups within the MOE owning their relevant goals and actions • Reporting and monitoring to see how well the plan of action was received, was there enough resources, were the goals achieved and did the recipients value the plan • Plans acting as fanā across the education sector

4.8.3.2 The Strategic Triangle of Authorising Environment, Public Value and Organisational Capability

The thesis uses the strategic triangle's three interlinking parts of authorising environment, public value and organisational capability and the relationships between them as the second analytical tool.

In checking whether a government agency has the ability to use community voices in its work, several questions were posed by the author and addressed in this thesis by the retrospective analysis of the gathered information, processes and resulting plans. They included: Does the MOE have the authority, capacity and capability to do the Pasifika work? Will this work result in creating something substantively valuable to both Pasifika communities and the MOE? Will this work be accepted by Ministers as legitimate and sustainable? Is this work operationally and administratively feasible? Will Pasifika participation, engagement and achievement improve if there is a Pasifika plan?

The strategic triangle[61] is used by the author to find answers to the above questions and to identify what was mandated by the authorising environment, how public value was created and judged to be achieved and whether organisations have the capability to perform those functions well (Moore, 1995; Fels, 2003; Hewitt, 2007). The public value chain is shown in the figure below, the three interconnecting phases of authorising environment (mafai tu'utu'uni), organisational capability (ivi fakahoko) and public value (mahu'inga fakafonua).

Authorising environment is used to refer to the government, the public sector and its administrative operations, the mandated functions of government organisations.

> The authorising environment grants both legal authority and financial resources to government organisations to pursue mandated public purposes and in return expects that those resources will be used in ways consistent with the terms on which they have been granted. (Moore, 1995, p. 71)

Fels paper "Responding to the Environment – the Future of the Public Service", presented at the Public Service Senior Management Conference 2003 added that

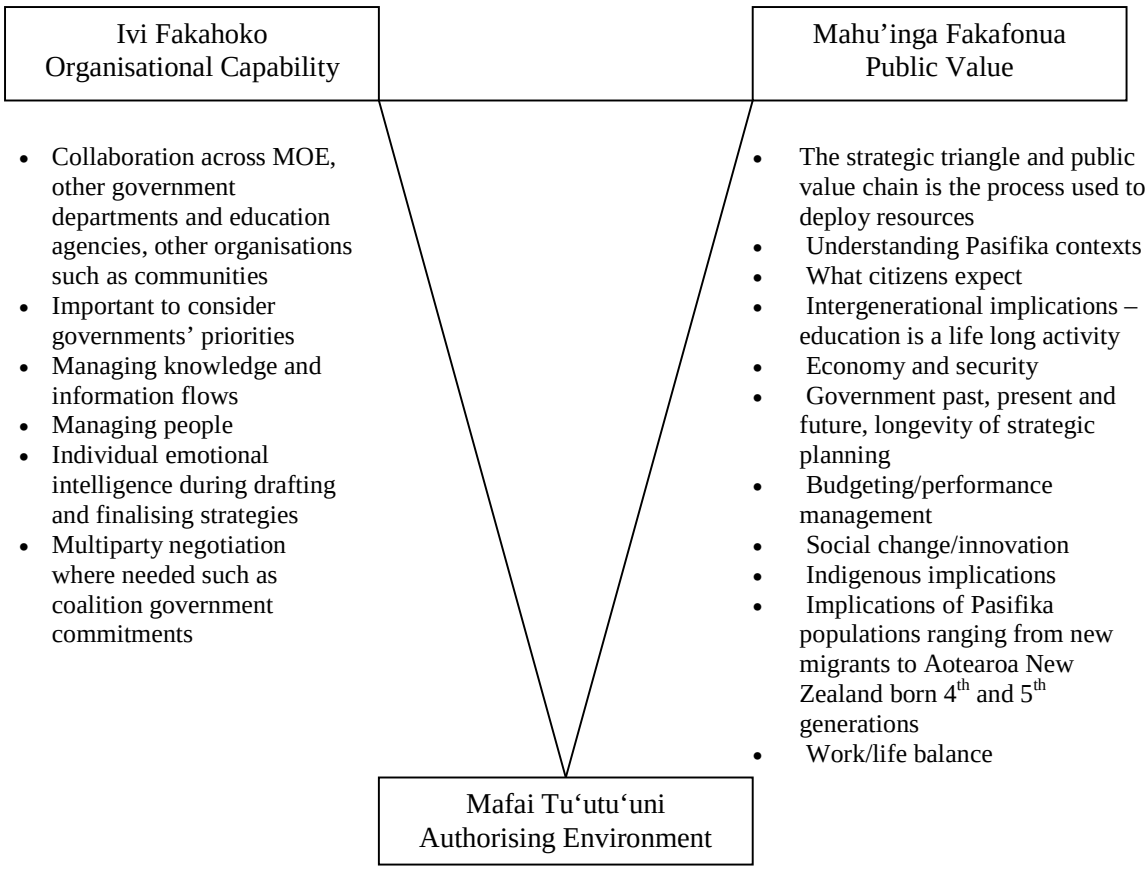
> the "authorising environment" refers to the laws and regulations (and other explicit or implicit values) which authorise the nature and scope of the public value which an organisation seeks to achieve. (Fels, 2003, p. 2)

Planning included identifying and being clear about what was possible for all the key components of the strategic triangle. For example, what did the authorising environment mean and who needed to be consulted? Those to be consulted included key agency stakeholders, Pasifika communities, educators and providers such as early childhood services, schools and tertiary providers, teachers, school boards and leaders who give authority to local decision making about Pasifika education. Public value was also about making sure that social justice goals, such as Pasifika students being at school and learning to achieve their full potential were realised, that Pasifika students moved up the education ladder, and that equity issues were addressed. Pasifika communities have consistently had high aspirations and expectations of education and it was time that some or all of those goals were achieved. The public value chain is shown below where the strategic triangle

[61] The strategic triangle is also referred to as the public value chain.

was used to look forward or to diagnose backwards in terms of authorising environments, public value and organisational capability. In applying the strategic triangle, the following considerations needed to be made.

Figure 47: Strategic Triangle and the Considerations that Needed to be Made at Each Stage



Public service managers also needed to actively play a role in managing strategy and policy development and make "value-propositions" (proposals about what is valuable) to the authorising environment, and be able to advise politicians and lead public deliberations to enhance advise and decision-making (Moore, 1995; pp. 162–184). This is captured in the MOE's ability to provide clear, evidence-based advice to ministers, consistent with their role in the public service. However, this is not about public managers deciding on macro

policy directions, which is a function of politicians. The interaction between ministers (and politicians), public managers and the community is what creates public value (Stoker, 2006). This though, should not detract from public services in Aotearoa New Zealand being non-partisan.

Organisational capability in terms of this thesis was initially concerned with confirming whether the MOE could carry out the Pasifika education work to meet both the requirements of the authorising environment and create public value for Pasifika peoples and the education sector. In terms of organisational capability, questions focused on whether the MOE was able to draw up a plan for Pasifika education. Would the MOE's values and behaviour be accepted by Pasifika communities? Would the MOE be a good listener, able to understand what the community will be saying? Was the MOE going to be empathetic or will it be too distant and bureaucratic? Did the MOE have the knowledge, skills and competencies to draw up Pasifika education strategies?

These questions and numerous others posed during the planning phase were intended to clarify the role of authorising environments such as the MOE, what it could or could not do at that time, and whether there would be public value created in having a strategic plan for Pasifika education. The authorising environment mandated going out to gather Pasifika voices and Pasifika communities voiced the need for a Pasifika strategy in the talanoa ako series of 1994 and 1995. In the Pasifika communities' views, there was no coordinated approach to Pasifika education which resulted in a few Pasifika targeted initiatives. These views supported the PMP's advice to the MOE that there was a need for a Pasifika education strategy.

It was obvious that authorising environments wanted all students to do well in education, as mandated through the government's strategic priorities for Aotearoa New Zealand. Public services then must contribute towards achieving government's priorities and deliver value to citizens, in this case making sure that Pasifika peoples can access, participate, engage and achieve in education. The MOE was willing to take the lead in identifying the issues in Pasifika education, plan for solutions to reverse negative trends and publish progress. The authorising environment of government gave "permission" to the MOE to do this work via its focus and priorities in raising achievement for all students, its policy development

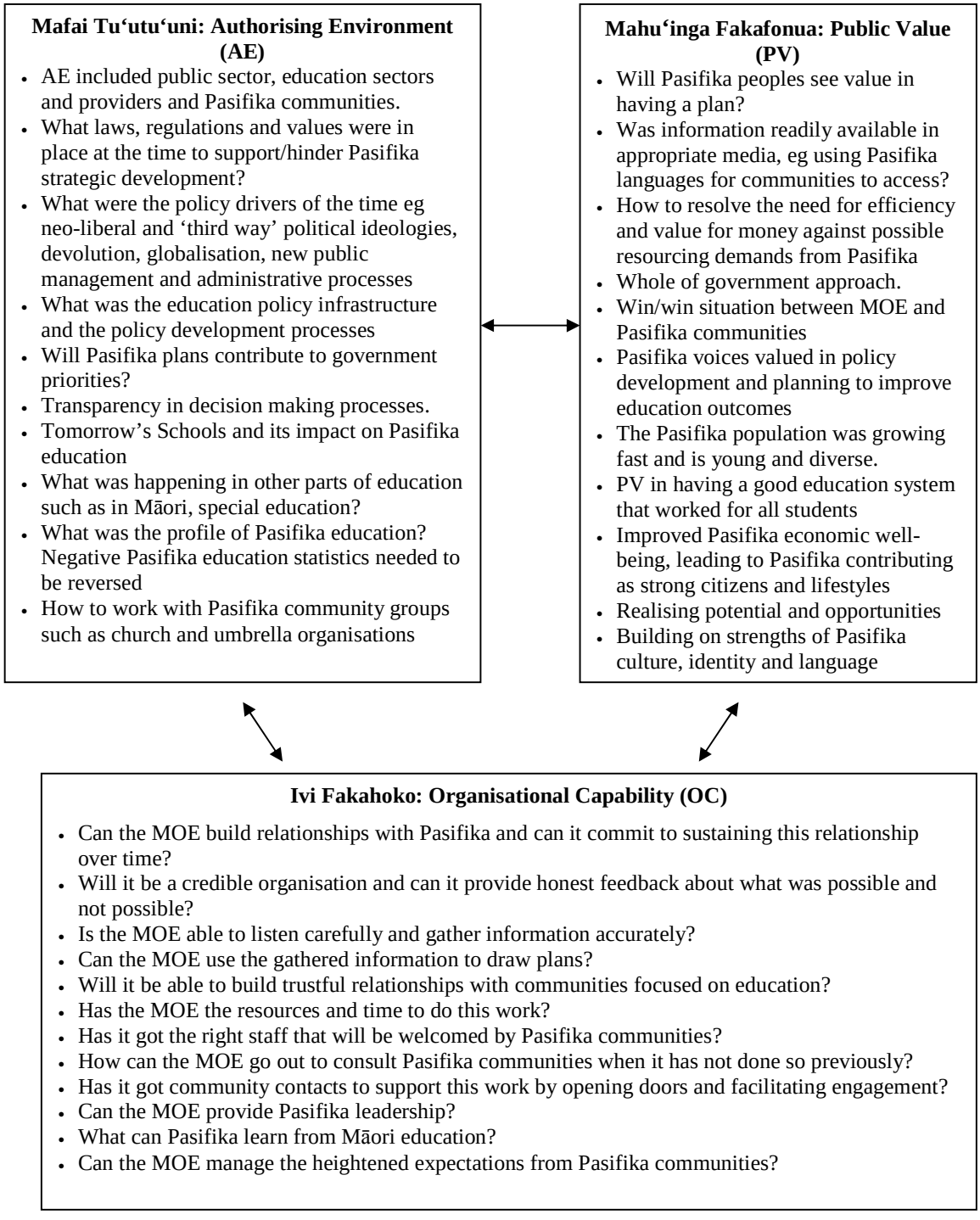
functions and implementation practices, and its role in leading and guiding the education system towards creating public value for the authorising environment, for Pasifika communities' themselves as well as the general public.

During the 1994–1996 period when the MOE first went out to hold talanoa ako with Pasifika communities, it seemed to the author that political ideologies were beginning to move from neoliberalism to third way, a move towards reinstating citizens at the centre and gaining trust in public services, alongside efficiency and value for money. As far as this thesis was concerned, it seemed that *"all the lights were turning green"* (Butterworth & Butterworth, 1998).

The MOE was well poised, it had in place a 10-Point Plan for Māori education that acted as a model for what was possible for Pasifika education, it had appointed a PMP to provide Pasifika advise on its work, and management in late 1993 agreed to use talanoa ako to identify Pasifika peoples' education aspirations and expectations and to finalise its response by developing Pasifika education strategic plans.

Applying the strategic triangle to Pasifika education is shown in the figure below. Each box refers to the value chain of analysis sometimes there are more questions than answers about what needed to be done. Beginning to draw out the value chain associated with the proposed activities started to clarify the situation more, on whether it was legitimate for the MOE to proceed in gathering Pasifika community voices to influence Pasifika education strategy development. Figure 48 shows the value chain of analysis that was used in making sure that strategic plans and their value responded to Pasifika peoples' education expectations and aspirations. The questions posed in the strategic triangle helped to make sure that all areas were canvassed adequately.

Figure 48: Applying the Strategic Triangle to Developing Pasifika Education Plans



Integrating the Pasifika and non-Pasifika analytical tools is shown in the table below. Successful integration of these tools provided robust analysis of the processes used for developing Pasifika education strategies.

Table 18: Integrating the Kakala Methodology and the Strategic Triangle

Strategic Triangle and Public Value Chain	Kakala Methodology			
		Toli: Flower Gathering	**Tui: Garland Making**	**Luva: Garland Gifting**
	Mafai Tu'utu'uni: Authorising Environment (AE)	• Seeking and gaining internal and external authority and permission for the work to proceed utilising the Tolu'i Founga (Development) of engagement (talanoa ako and Three Frames) and analysis (kakala and the Strategic Triangle) • Selecting key community champions to help in identifying Pasifika leaders, networks, organisations and communities across the country to hold talanoa ako with • Implementing and gathering information from the three approaches of the Tolu'i Founga (Development)	• Gathered information from the engagement strategies written up for each site then all information was put together to collate a national picture • Collected information is sorted and triangulated to identify patterns, commonalities across a national picture and identifying emerging patterns • Utilising the analytical tools, kakala and the Strategic Triangle, to analyse the information collected from all three strands of the Tolu'i Founga (Development) - talanoa ako, ngaahi fekumi (literature review), ngaahi ngāue (policy stocktake) considering AE. This provided analysis from both Pasifika and non-Pasifika perspectives	• Collated information sent to all talanoa ako fono participants to check and confirm accuracy, provide more opportunity for further comment and for community leaders to hold their own local meetings, organised by the key contacts, helping to provide information to the wider community • All groups were given timelines for sending their comments back to the MOE • Pasifika communities were beginning to value working with the MOE knowing that their contributions were being considered seriously and used in developing Pasifika education strategies

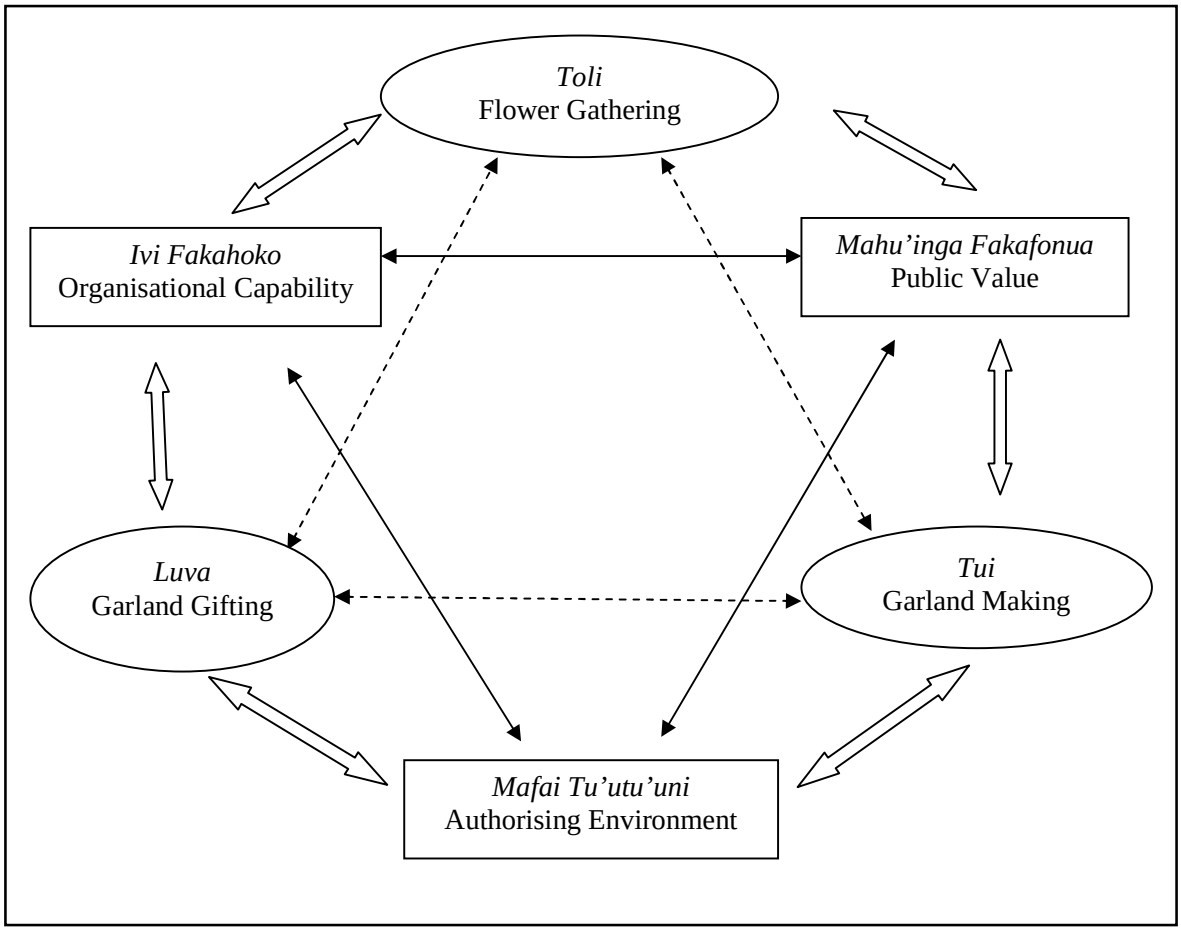
Table 18: Integrating the Kakala Methodology and the Strategic Triangle

		Kakala Methodology		
		Toli: Flower Gathering	**Tui: Garland Making**	**Luva: Garland Gifting**
	Ivi Fakahoko: Organisational Capability (OC)	• The PMP analysed the information gathered through the Tolu'i Founga (Development) using the analytical tools • Establishing internal and external groups for further discussions, encourage ownership, responsibility and accountability for the developing Pasifika strategy. These groups included: - Overview and Steering Group of Senior Managers, - policy group - theme discussion groups - Pasifika Education Reference Group to make sure that Pasifika voices were provided throughout strategy development • Holding talanoa ako, making sure that senior management were present alongside the PMP	• Sending the gathered information out to communities to check for accuracy and provide further comment • The PMP leading all groups working together, beginning to identify possible solutions against the MOE's capacity, policy infrastructure and resources to: - Weave a coherent picture of priorities, and possible solutions; - Make sure the emerging picture provide a coherent pattern from ECE, compulsory and tertiary education and identify commonalities across all sectors • Emerging priorities used to identify gaps in policy and operational activities, and, advice on MOE work programme as well as other sectors	• Pasifika voices were beginning to strengthen and to provide advice across the MOE • Sustainable relationships with Pasifika communities enabled the MOE to hold talanoa ako annually • Emerging Pasifika priorities used to inform policy discussions across other areas of the public service. For example, the draft Pasifika strategy was used to inform the Pasifika Employment Strategy Vaka Ou resulting in new resources being approved to implement programmes in ECE and compulsory education • Pasifika communities were seeing positive shifts within the MOE through Senior Management agreement for the Pasifika strategy and actions
	Mahu'inga Fakafonua: Public value (PV)	• Ensuring that all stakeholders understand the importance of having Pasifika education plans, helping to drive and improve education outcomes • The Pasifika Reference and Advisory Groups provided advice on Pasifika values that was used in developing the first strategy Ko e Ako 'a e Kakai Pasifika and later plans • Ongoing monitoring, review and strategy development	• Priorities were discussed with all groups across the MOE to confirm ownership, resources and inclusion in divisional work programmes • Draft strategy approved by the Senior Management Group, and sent to the Minister of Education who wanted the draft strategy to be sent to Pasifika communities to confirm that it was heading in the right direction. Talanoa ako were held to facilitate this process • Later Plans utilised progress from previous ones	• Public release of the first strategy Ko e Ako 'a e Kakai Pasifika in 1996 • Cabinet approval given for Pasifika Education Plans released in 2001, 2006, 2008 and 2009 • Agreed actions implemented, monitored and reported on resulting in reviews and reutilisation of the Tolu'i Founga (Development), leading to new iterations of the Plan. • Progress reports were released in 1998, 2004, 2006, 2008, and 2009

The figure below shows the convergence and relationships between the analytical tools, the kakala methodology (translated in oval diagrams) and the strategic triangle (translated in

the rectangular boxes), as discussed in the table above. The block arrows show the relationships between the two analytical tools, the strategic triangle is reflected by the value chain created by the kakala methodology. The strait line arrows show the linkages within the strategic triangle, intersected by the dotted arrows of the kakala methodology both moving and changing shaped by the contexts discussed in Chapter Two.

Figure 49: Fatu‘anga Kakala (Strategic Value)



The integration of the kakala and strategic value chain sees information put together in ways that value Pasifika and non-Pasifika tools and methodologies with the resulting integration is flexible to weave in the contexts.

4.8.4 Ko e Fanā Fotu ‘o e Ako: The Pasifika Education Transformation Agenda. [Fanā Fotu (Transformation)]

This tool is an integration of all the tools created by the author, and understanding the first three tools is critical to understanding this last tool. The combination of the tools firmly anchored the four frames of Faā’i Mata (Relationships) and the Tolu’i Founga: (Development) at the centre of the matrix. This makes a lot of sense given the importance of relationships, performance, alignment and talanoa ako frames that help to identify the competencies and skills needed to select information, weave together kakala (or plans) in ways that meet authorising environments expectations and create public value, and handed over for implementation by the sector and agencies.

This tool is used to further critique the plans in terms of a national agenda, and whether they met that criterion and acted as the Pasifika fanā (flagship) guiding the education system on Pasifika education. This tool uses the symbolism of the fanā as a mast that can be seen from a distance or across a wide area. This new integrated tool shows the connected interrelationships and interdependencies that are a key factor in successfully moving from being Pasifika into non-Pasifika, of merged and new identities being created, to enable evidence-based decisions to be made, and enlarging the sphere of engagement. For Pasifika cultural discourses, being connected and understanding the relationships within and outside diverse populations are significantly important.

Pasifika Education Plans are intended to be inspirational and recognisable, providing a road map for guiding the education sector with a vision for Pasifika success by giving signposts as targets and making forecasts about the preferred future status of Pasifika peoples in education. This tool was used to asses whether the plans were fanā (flagships) that were recognisable across the education sector, other social sectors and in Pasifika communities, signalling the importance of collective responsibility for raising Pasifika education outcomes.

Figure 50: Fanā Fotu (Transformation)

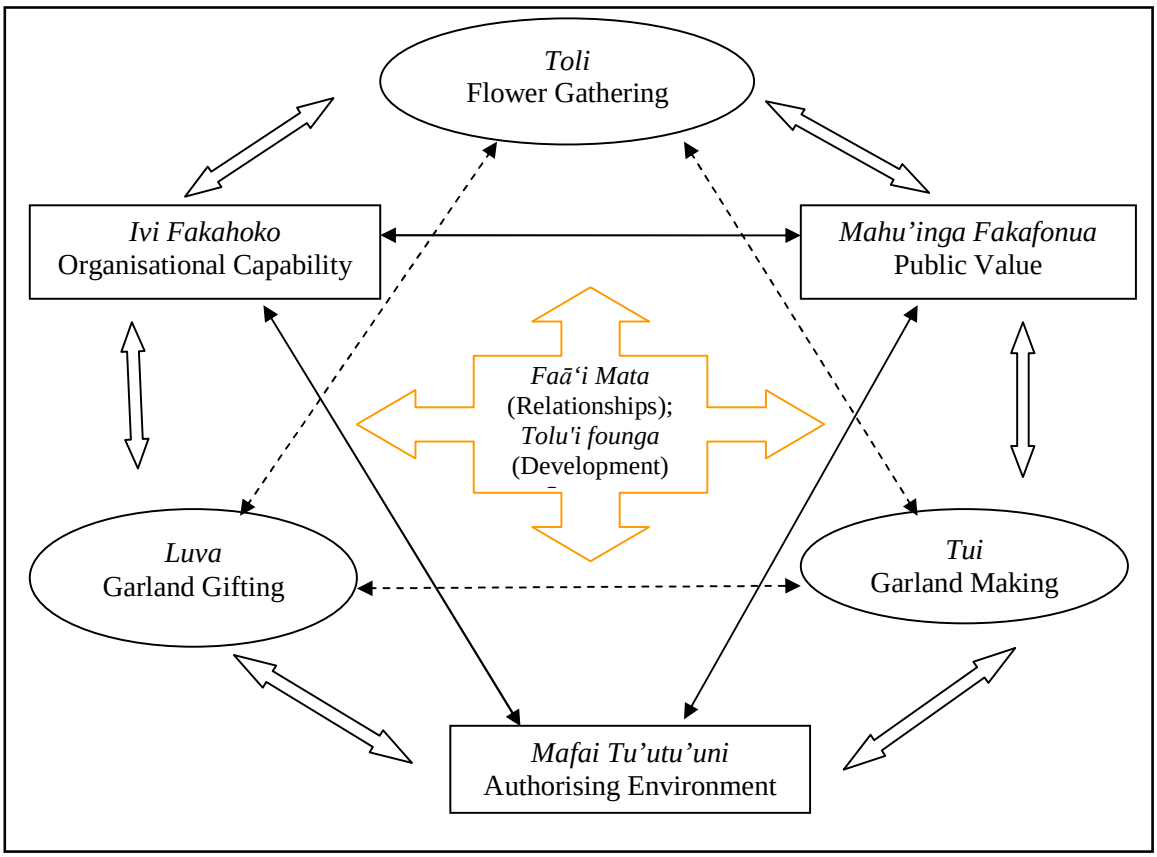


Figure 50 above has the four frames of tauhi vā (relationships), fatongia (performance), feongoongoi (alignment), and talanoa ako at its centre [Faā'i Mata (Relationships)], important in making sure that the kakala and strategic value chain work well together. Also at the centre is the Tolu'i Founga (Development)[62]. These are the information gathering phases of talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake). These processes make up the contexts that have also driven the theoretical perspectives used in this thesis. These included political contexts, public sector management and administrative contexts, theories of engagement and the analytical tools that have been shaped by being Tongan and by being Pasifika with cultures, identities, languages and values being at the centre of all the other phases contained in the tools discussed above. These are an examples of co-constructing strategic plans together with the Pasifika communities.

[62]The short forms of the tools Faā'i Mata (Relationships) and Tolu'i Founga (Development) are used at the centre of Figure 50 and in Chapter 6.

4.9 Theorising Pasifika Education

World-wide neoliberal ideologies of the 1980s and 1990s saw the Aotearoa New Zealand political ideologies and public sector management and administrative systems following suit. Neoliberalism meant accountability, efficiency and managerialism, with the government being redefined and enhanced to do the few things that it believed it could do well. Managerialism was based on the management thinking that the same management structure and processes could be used across the public sector, a common approach or one size fits all. This period saw the movement into the commodification of social services resulting in clear splits between provider and consumer. Significant reforms in the state sector resulted in the state moving away from creating large bureaucratic departments towards the separation of policy and operational functions.

These reforms were seen in the education sector across early childhood education (Before Five), compulsory education (Tomorrow's Schools) and post-compulsory education and training (Learning for Life). The Department of Education was carved up into a smaller policy MOE with its operational functions divided between a number of new stand-alone Crown Agencies. These agencies included the Education Review Office, the New Zealand Qualifications Authority, Skill New Zealand, Specialist Education Services, Early Childhood Development Unit (later known as Early Childhood Development), Career Services and the New Zealand Teachers' Council.

The 1994 and 1995 period saw the MOE holding talanoa ako with Pasifika communities and drawing Pasifika voices into its work. This meant that Pasifika peoples were able to feature at the centre of policy development and that their voices were being treated with care and seriousness.

The culture and identity counts discourses have helped to bring Pasifika cultures, identities and languages discourses into the foreground, where Pasifika cultural knowledge and skills are beginning to become stronger in Aotearoa New Zealand, though still not making strong or loud demands of the education system because that is not the way Pasifika peoples operate. The growth in the number of Pasifika knowledge creators, researchers and academics have led to theories, initially encapsulated in metaphors, frameworks and

models, becoming more widely used by Pasifika scholars and academics, though there is little *"awareness by many non-Pasifika educators and academics"* of this Pasifika *"educational and cultural theorising"* (Ferguson, Gorinski et al., 2008, p. 2).

The four tools created by the author as a result of synthesis and integration of Pasifika and non-Pasifika processes, frameworks and theories, was initially used to address the methodological challenges such as insider and outsider considerations. The extensive use of talanoa ako and the kakala methodology as valid and reliable theories of engagement and analysis drawing on Pasifika voices, situated alongside policy capability and literature reviews of evidence available in education, provided extensive analytical capacity for use in this thesis. Pasifika terms are becoming part of mainstream language use, such examples include the use of talanoa, ako, fono and Pasifika, terms that were rarely used before the 1990s. Pasifika greetings are also becoming commonplace.

The thesis added upbringing and style to the culture and identity counts discourses. Culture, identity, upbringing and style have led to the development of the author's personal, professional and leadership styles, characteristics that enabled the author as the PMP, to work within a government agency to help grow its understanding and responsibility for Pasifika education. The PMP position could be seen at the intersection between MOE and Pasifika peoples, as being both insider and outsider at the same time, taking hold of the space between and helping to create understanding and value for MOE and Pasifika communities. Belonging to both Pasifika communities and a government agency has both advantages and disadvantages, and leadership qualities were essential in negotiating through these contextual environments. Strong leadership was also important in making sure that the author in her role as the PMP, was able to work with Pasifika communities to together identify ways in which the MOE could be responsive such as in developing plans for improving Pasifika education outcomes.

Chapter Two sets out the rationale for the cultural contexts that led to identifying the new tools used by this thesis. The fact that the Pasifika tools have intersected and collaborated well with non-Pasifika engagement theories as seen in talanoa ako and the three frames provides an opportunity for Pasifika and non-Pasifika engagement to draw strengths off each other. The significance of Faā'i Mata (Relationships) for this thesis is that the Talanoa

Ako frame provides a mechanism for feedback and feed forward as well as providing safe and trustful environments for open and frank dialogues between Pasifika communities, education stakeholders and the MOE. This tool intersect well with the analytical tools of kakala and the strategic triangle in suggesting that public managers are explorers that seek to discover, define and produce public value, in this case developing plans that cover all education sectors from early childhood education, compulsory schooling, tertiary education and, through to Pasifika communities as well. The first plan, Ko e Ako ‘a e Kakai Pasifika, demonstrated how Pasifika voices were used in developing Pasifika education strategies, new in the work of the MOE in the mid 1990s. This though has become business as usual, as seen in Pasifika Education Plans released in 2001, 2006, 2008 and 2009.

The author has adopted a similar approach in selecting the analytical tools, the kakala methodology and the strategic triangle. The kakala methodology and the strategic triangle provided the lens through which the information retrospectively analysed by the Tolu’i Founga (Development) was sorted, interrogated, analysed, critiqued, discarded and/or prioritised. These analytical tools provided Pasifika as well as non-Pasifika lenses that challenged planning, robustness, vitality, organisational capability and capacity, information validity and reliability, and the appropriateness of the resulting development plans for drawing in Pasifika voices, in co-construction and coproduction (Shergold in DEVCON, 2009), intersecting and creating authorising environments’ agreements, and resulting in increased public value. These tools worked well together and the information gathered was consequently able to drive the MOE’s initial Pasifika response and later plans to meet Pasifika peoples’ aspirations and expectations of education. Integration and relationships across the engagement theories and the analytical tools are drawn together and called Fatu‘anga Kakala (Strategic Value), important in making sure that the resulting plans went on to further raise Pasifika peoples’ presence, engagement and achievement in education (Figure 49 above).

The fourth tool, Fanā Fotu (Transformation) in Figure 50 above, was the last tool to be created and is used in this thesis to see if Pasifika strategic plans have been useful in guiding the education system towards meeting the aspirations and expectations of Pasifika peoples. Pasifika education strategic plans and the use of Fanā Fotu in the title of this thesis indicate the importance of knowing what needs to be done, of having a plan that can

withstand scrutiny from several perspectives, providing a road map that is clear in guiding the system towards doing and achieving more for Pasifika peoples' education.

Leadership is seen in the MOE's development of Pasifika education plans over a number of years. The approach has been one of leading from the front when appropriate, leading alongside other leaders to grow their Pasifika competencies, watching from the balcony to see the overall goals to be achieved, the big picture and long term planning, and working as a team member to mentor and coach future leaders. This approach has been successful because the MOE has been able to develop five successive Pasifika strategic plans since the first plan was released in 1996. This is a clear vote of confidence from authorising environments (Cabinet, Pasifika peoples, MOE) of the need for Pasifika strategic plans to guide the system to respond better to Pasifika peoples' aspirations and expectations of education. Achieving the plans' objectives, goals and targets must remain an urgent priority for all.

The theory of isolated policy development of the late 1980s and early 1990s, of policy developers worrying about being captured by interested parties and sometimes by pressure groups, has not been adopted in Pasifika education strategy development. It was more important, democratic and effective to involve Pasifika communities in strategy development, and policy capture was minimised and mitigated by the MOE's professionalism, quality assurance processes and ethics, and by drawing on research evidence and recognising that the Aotearoa New Zealand education system was not working well for all populations, Pasifika being one of them. Being a silent minority was no longer adequate. Pasifika communities needed mentoring and support in order to gain further strengths to be able to ask the hard questions of the MOE, and the use of talanoa ako is one way of fostering this capacity. This forum has brought together Pasifika peoples, MOE leadership and senior management, researchers, school leaders, teachers, senior students, non-government organisations and various communities of interest in Pasifika education to work together towards realising common goals. Talanoa ako fora has been effective in co-constructing Pasifika education strategic plans, aimed at helping the education sector raise its response to Pasifika students, parents and families. The thesis has shown that Pasifika communities can help develop strategies that required shifting control from the centre to the "edge", where citizens co-own the focus on outcomes, legitimise

services and their delivery, and that the MOE can sustain long-term relationships focused on education.

In summary, the thesis uses and extends the theories that negotiate the space between public servant and Pasifika peoples through talanoa ako and discourses about culture, identity, upbringing and style. Leadership was important in influencing and sustaining change within the MOE and within Pasifika communities. The thesis also provided opportunities for analysis and co-constructing solutions with Pasifika peoples and others in the education sector. This thesis also contributes new tools that can be used by others and future scholars where appropriate. These tools are:

- Tolu'i Founga (Development);
- Faā'i Mata (Relationships);
- Fatu'anga Kakala (Strategic Value); and,
- Fanā Fotu (Transformation).

The above tools are successful integrations of Pasifika and non-Pasifika tools, frameworks, methodologies and theories. Their value is in placing Pasifika alongside non-Pasifika, creating validity, reliability and robustness from Pasifika and non-Pasifika world views. These tools do not propose either following isolated Pasifika or non-Pasifika processes. Rather their integration is more reflective of the fact that Pasifika education operates predominantly within non-Pasifika environments and contexts. These contexts must work for Pasifika by validating and recognising Pasifika theories and methodologies, working from the perspectives of the Pasifika learner and the contexts they bring into the education system. These should be the basis from which families and communities' engagement in education should be driven; effective teaching for Pasifika students developed, accelerated and sustained; governance and leadership for Pasifika development used in realising Pasifika potential; effective early learning foundations established; and, smooth transitions across the education system followed. The education system should be able to develop, target and tailor its approaches and responses to meet the needs of the Pasifika learner.

These tools can be used in Pasifika worlds, kiwi worlds and global worlds, or mixtures of all these worlds. Success would be measured by Pasifika students doing well for

themselves, their families, their communities, Aotearoa New Zealand, the Pacific region and the world – the vision of the Pasifika Education Plan 2009–2012 (Ministry of Education, 2009i, p. 1).

4.10 Conclusions

Theorising has been a challenging yet exciting and worth while part of this thesis. As far as the author is concerned, there is successful interface between different dichotomies and theories used in the thesis. The thesis deliberately sets out to make sure that the theories of engagement and the analytical tools used were both Pasifika and non-Pasifika in a sense, both insider and outsider in the public service and in Pasifika communities, in scholarly discourses and in community debates and discussions. The processes and tools adopted has helped the author to negotiate the space between that Dwyer and Buckle (2009) referred to above in Section 4.2 (Chapter Four), and Flanagan and Spurgeon's model of managerial effectiveness discussed in Chapter Two; that is, the person both influences the organisation (or context in which the job is performed) and is also influenced by it. Likewise, there is a dynamic relationship between the person and the job, and the job and the organisation.

The collusion, convergence and alignment across these areas led to the author creating extensions or combinations. The adopted methodologies for this thesis enabled the successful selection of existing tools, and extended into the creation of new tools and theories that enabled retrospective reviews of the MOE response to Pasifika peoples' education aspirations and expectations. These tools were used retrospectively to review processes adopted for information gathering, analyse and triangulate the gathered information and the resulting strategies and seeing whether the resulting Pasifika education strategies were acting as fanā (flagships) across the education system in Aotearoa New Zealand.

There is consistency in the structure of all published plans, divided into early childhood education, compulsory education, tertiary education and education sector-wide. At the same time there are strong themes running across all these sectors, such as the importance of families and communities engaging in education; foundation skills in literacy and numeracy; the ability of effective teaching to make a real difference to participation,

engagement and achievement; the effect that effective governance and leadership can have on leading change; and the importance of smooth transitions from one level of learning to the next across all areas of education. This structure, initially adopted by Ko e Ako ‘a e Kakai Pasifika, has been successfully adopted by all four Pasifika Education Plans released in 2001, 2006, 2008 and 2009.

CHAPTER FIVE: RESPONDING TO PASIFIKA PEOPLES' EDUCATION ASPIRATIONS AND EXPECTATIONS THROUGH STRATEGIC PLANNING

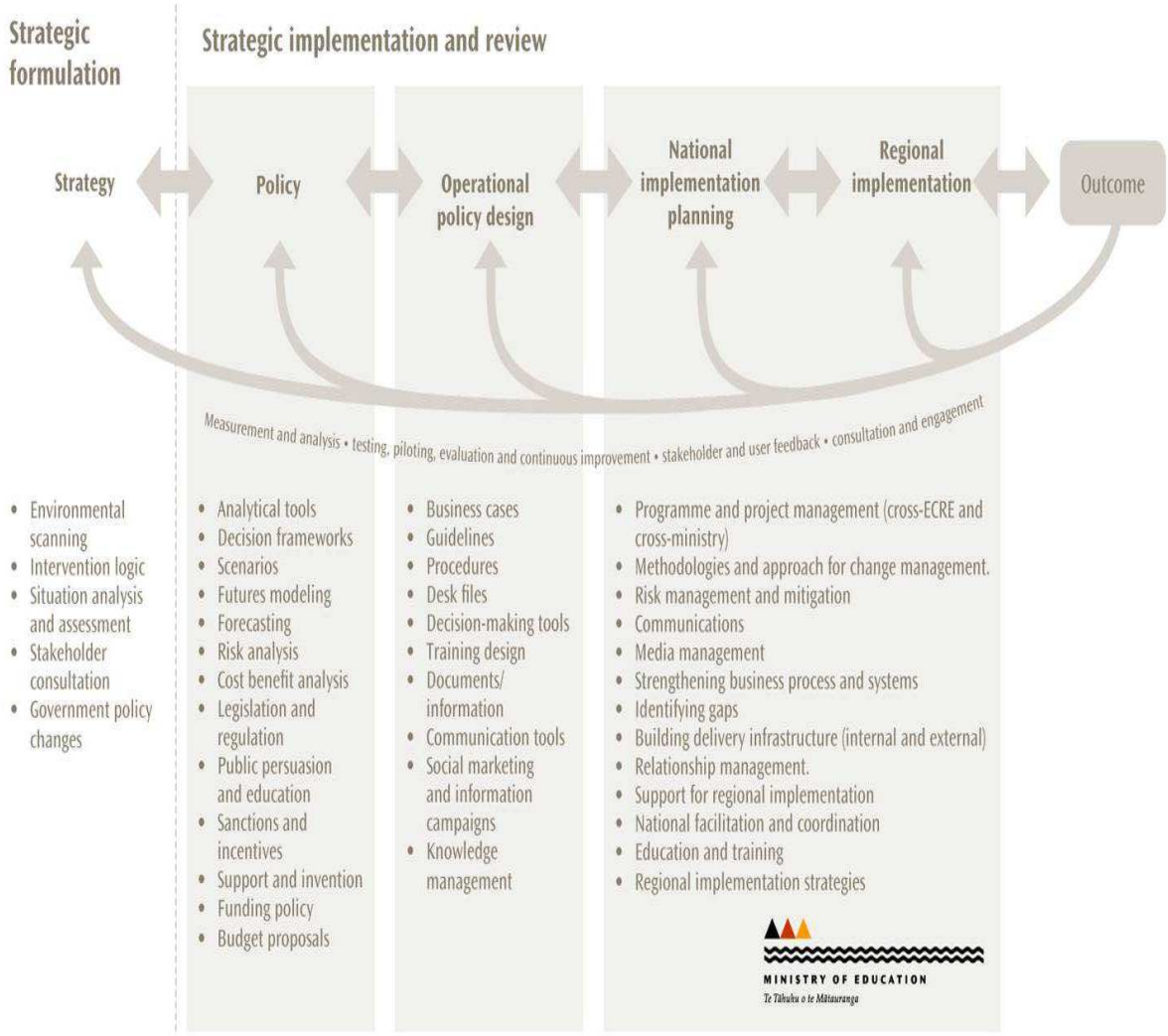


Figure 51: Connecting It All Up

This diagram shows the strategy formulation and operational design processes that needed to be followed and addressed for effective policy development and implementation, that is ongoing and integrated (Ministry of Education, 2009k).

Vignette 4 : Youth Shout it Out

The things I like about school are the three breaks, and trips like the stage challenge and the cultural groups, also the new things we learn like space, and the other thing I like is my mum helping me with my homework.

I like doing my homework with my mum and dad because its fun, when you finish they check your work, and when you need help they're there to help you. And if you need to know something, they'll just tell you, like if it's a venn diagram and you didn't know what it is, they just tell you, like how to do it.

When I leave school I want to go to university because my ambition is to become a lawyer, mainly in family law because coming from a Pacific Islands background, I know that there's lots of issues with islanders and law so I want to help them, and I want to help my family and I want to be the best in what I do.

Family plays an important part especially my parents, they expect the best because they didn't get that same chance, and they want me to take it because it's offered at me, and I've got that chance, to try my best. (Ministry of Education, 2005c, Video Clip from the 2005, Fono series)

This vignette is a transcript of a video clip from the Secretary for Education's presentation at the 2005 talanoa ako series showing students' visions and dreams about education and the future. These students were shouting out loud and clear what made them feel good about their learning and the things they liked about school. There is a balance between in school activities and home activities, between culture and learning facts and the importance of parents helping with homework and setting high expectations. Taking every opportunity offered and future career aspirations came through strongly, influenced by the surrounding contexts.

This vignette is used to set the scene for this chapter because this is what Pasifika strategic planning is intended to achieve, the dreams and aspirations of Pasifika learners and students at every level of their education.

5.1 Introduction

This chapter sees the author moving between insider and outsider worlds regularly, being an active participant researcher, with relevant experience and insights (Foucault, 1990). Having already declared earlier in the thesis that the author is both insider and outsider in the Pasifika community as well as in the Ministry of Education (MOE), meant that

discourses with Pasifika peoples and within the MOE were always interpreted through insider/outsider lenses, with the author being conscious that professional leadership, ethical considerations and the quest for validity and reliability in information gathering and in the triangulation and analytical stages, were critically important. Insights from the author in her role as the Pule Ma‘ata Pasifika (PMP), the official within the MOE developing and orchestrating the Pasifika strategy, are used in this chapter adding contexts, clarity and rationale for certain actions, and, provides historical lenses to the Pasifika education strategy development.

This chapter discusses each Pasifika education strategy using the tools[63] created for this thesis to retrospectively triangulate and analyse the information gathered by the MOE, to identify priorities used in Pasifika education strategies. The first Pasifika education strategy, Ko e Ako ‘a e Kakai Pasifika was approved by the MOE’s Strategic Management Group (now called the Leadership Team) in 1996. Progress and achievements were monitored to make sure better outcomes were achieved, informing the development of the next plan.

Prior to the release of each plan, talanoa ako were held during the intervening years, and information collected from those events used to inform the development of the next plan. For example, after Ko e Ako ‘a e Kakai Pasifika was released in 1996, talanoa ako held from 1997 to 2000 were used to inform the development and revision of Ko e Ako ‘a e Kakai Pasifika, in preparation for the new plan released in 2001. This process is used throughout this Chapter and talanoa ako has been refined over the years resulting in more effective consultation and ongoing strategy formulation. The talanoa ako discussed here are the ones that were used for developing Pasifika education strategies. Not included are talanoa ako that contributed to the development of other strategic plans such as the Early Childhood Strategic Plan, the Schooling Strategy and the Tertiary Education Strategy.

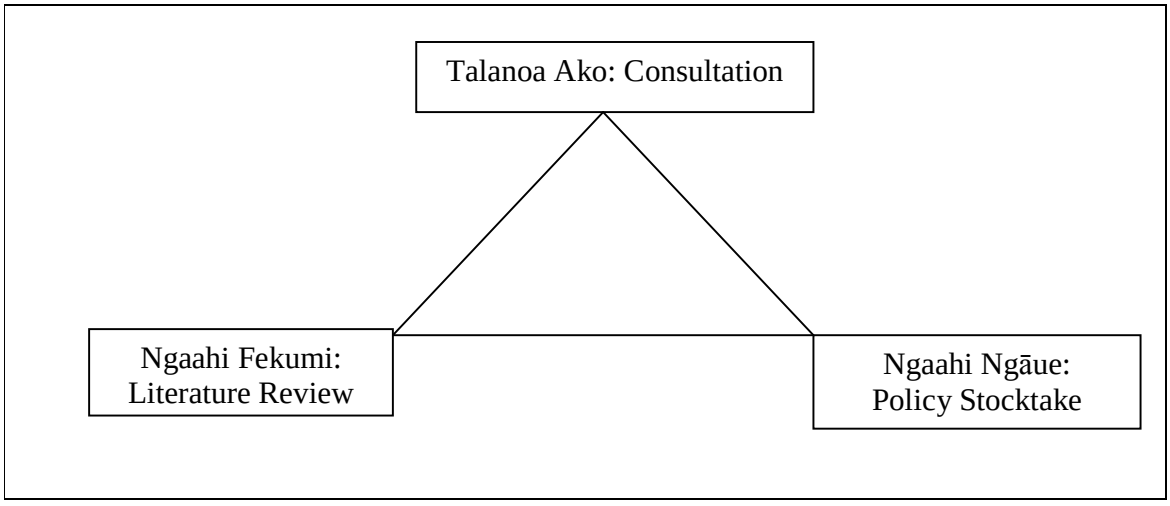
The MOE’s authorising environment through the PMP’s line manager in 1993, supported the idea of developing a Pasifika strategy and a plan of action was developed and agreed.

[63] These tools are: Tolu‘i Founga (Development); Faā‘i Mata (Relationships); Fatu‘anga Kakala (Public Value); and Fanā Fotu (Transformation).

This plan of action involved three major activities of consultation, literature review and policy stocktake. Consultation with Pasifika peoples, teachers and principals were important to find out what their experiences, expectations and aspirations for education were, as well as consultation with Pasifika education stakeholders such as researchers, providers, principals and teachers of Pasifika students to find out what their views were about Pasifika education. Consultation was conducted through holding talanoa ako with different communities and stakeholders across the country.

The second activity was reviewing the literature and research about Pasifika education and education generally to find out what was working for Pasifika students, families and communities, and, what evidence could be used to identify possible priorities that could help in raising Pasifika success in education. The third activity was conducting policy stocktakes to find out what education policies and initiatives were in place to help in identifying where policy gaps needed to be addressed to create more Pasifika participation, engagement and achievement. Information gathered from these three activities formed the information base on which the MOE's response to Pasifika education, through strategic planning was developed.

Figure 52: Processes Used for Gathering Information for Developing Pasifika Education Plans



The Tolu'i Founga (Development) is used throughout the thesis to triangulate, analyse and synthesise the information gathered by the MOE on which the Pasifika education strategies

were based. That is by finding out from communities themselves where they were in terms of education through talanoa ako, finding out what research and evidence were saying about Pasifika education successes through ngaahi fekumi (literature review), and finding out what policies were in place at the time and what impact they had on Pasifika peoples' education through ngaahi ngāue (policy stocktake). The Tolu'i Founga (Development) captured Pasifika perspectives and world views, building on the strengths that had been exemplified in Narratives One and Two above and drawn into Narrative Five later in this chapter.

Talanoa is a known practice across Pasifika communities in Aotearoa New Zealand and across the Pacific region, where talking with other people and within families and communities is a key decision making tool. Ngaahi fekumi (literature review) is similar to finding out through oral and written histories what is happening in a community or family by pooling all known information, or what knowledge elders held that could be passed on to family and communities to find best practices or to confirm roles and responsibilities. Ngaahi ngāue (policy stocktake) is the equivalent of knowing what each part of the family had done previously or is currently doing or contributing to family events and identifying where gaps or weaknesses might be and what new activities could be developed to fill those.

This Chapter provides high level summaries of analysed information from talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake). Ngaahi fekumi (literature review) is included in Chapter Three with summarised evidence drawn into this Chapter. Ngaahi ngāue (policy stocktake) is included in this Chapter as Pasifika targeted policies and initiatives.

This Chapter is in five parts.

Part One: Ko e Ako 'a e Kakai Pasifika 1996. Pacific Islands Peoples' Education in Aotearoa New Zealand, Towards the 21st Century

Part Two: Pasifika Education Plan 2001. Closing the Achievement Gaps Between Pasifika and non Pasifika Populations

Part Three: Pasifika Education Plan 2006–2010. Accelerating Pasifika Achievement is Everyone's Responsibility

Part Four: Pasifika Education Plan 2008–2012. Stepping up Pasifika Education from Good to Great

Part Five: Pasifika Education Plan 2009–2012. Refocusing the Plan, Leading from the Centre

Part One and Part Two are dealt with more extensively because they set the scene for later strategy development. The structure of the first plan has been reutilised by later plans, such as all plans having four sections of early childhood, compulsory, tertiary education, and education sector-wide, with strong themes running across all sectors. These themes include parents and families engagement in education, literacy and numeracy, effective teaching, governance and leadership and transitions across all levels of education.

5.2 Planning for Action

Developing the MOE's response to Pasifika peoples' education aspirations and expectations is shown in the diagram below. Talanoa ako is the most significant part of the development strategy, expected to take up the longest period making sure that community voices were adequately canvassed. Ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake) were expected to take a considerably shorter timeline because they were well established processes and were familiar to the MOE. Quality assurance and approval processes would be another area where key discussions needed to happen thoroughly inside the MOE to make sure everyone understood the work, commitment and follow-up necessary to make sure that the resulting plan was owned and delivered appropriately, and that there were resources available for implementation.

Before the 1994 and 1995 series of talanoa ako, the PMP could find no records of the MOE using Pasifika voices in its strategic plan development processes, this series therefore was likely to be the first of this kind[64]. There was a need to meet with as many Pasifika communities as possible to create a better understanding of these diverse populations, their contexts, the impact that education had on their lives, and their experiences of education. It was critical that the talanoa ako worked well and was of value to both communities and MOE.

[64]Various conference reports had previously documented the educational needs of Pasifika students, in particular, language and cultural needs and the need to improve achievement.

The tool Faā'i Mata (Relationships) is used to review the processes before and after talanoa ako. Leading up to holding talanoa ako it was important to make sure that there was clear understanding of all the four frames of relationship, performance, alignment and talanoa ako. If any of the frames did not work well, talanoa ako could have been derailed and the expected use of Pasifika voices in Pasifika education strategy development might not have been realised. This tool also revealed success factors for each phase, discussed below.

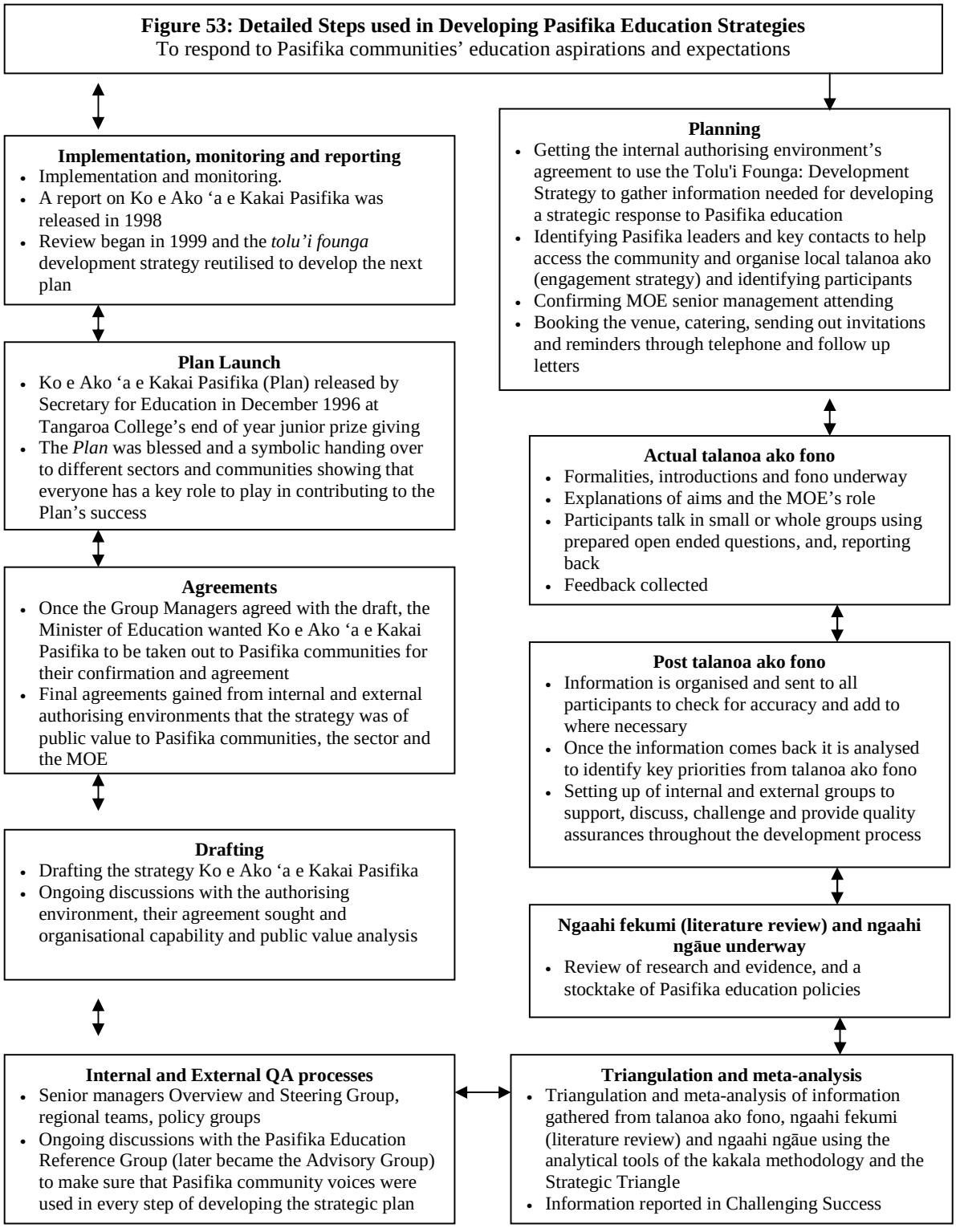
Developing and looking after relationships is a key Pasifika value. The individual is always viewed within the collective. Tauhi vā (relationships) was initially about the PMP being able to identify key community contacts and informants to help organise the talanoa ako and access to Pasifika communities. The PMP relied on her previous relationships and contacts with Pasifika communities to get talanoa ako organised and running. Planning and introductory meetings with key Pasifika peoples were held towards the end of 1993, to identify the areas where talanoa ako could be held, and to make sure that the right local key contact and leaders were contacted, invited and present at the talanoa ako. Planning was important to make sure that enough time was available to follow Pasifika protocols and to allow for two-way conversations and discussions. It was important that communities understood that the MOE was there in good faith and it wanted to hear Pasifika voices to help it in its work and that no decisions had already been made or pre-determined, that appropriate MOE staff was fronting the talanoa ako such as senior and regional managers and the PMP. Talanoa ako provided the MOE's senior management opportunities to meet Pasifika communities, explain the MOE's role and share information about its work.

Fatongia (performance) is embodied in understanding obligations by making sure that pre and post talanoa ako briefings included the requirement that managers were going to listen carefully; that the information gathered was going to be presented back to communities to confirm accuracy and to provide another opportunity for feedback; that the community understood and agreed that the information provided was going to be used by the MOE to develop a Pasifika education strategy; that the talanoa ako was the beginning of this process; and that the MOE wanted to sustain relationships with Pasifika communities. The MOE also made sure that the talanoa ako was not a financial cost to Pasifika communities, ensured that refreshments were available and checked that the venue was appropriate.

Feongoongoi (alignment) meant that the MOE recognised the reciprocal nature that talanoa ako can create for both communities and the MOE, both making the time to hold a conversation about education through holding face to face talanoa ako. Strong internal MOE alignment required presenting coordinated windows for community engagement. The PMP also believed that Pasifika communities were expecting to hear how the MOE was planning to address Pasifika peoples' education aspirations and expectations, meet senior managers from the MOE and the new PMP, and see what the MOE had to say.

The steps used in developing Pasifika strategies are shown in the table below. The initial planning was much more fluid and revisiting the development processes for this thesis has enabled the author to review the comprehensive action plan that was followed. The iterative nature of the work meant that while actions were specific to each stage of strategy development, feeding information back to previous stages helped to refine those stages, and using current information to look ahead to future stages enabled more robust strategy development, as shown in the diagram below.

Figure 53: Detailed Steps used in Developing Pasifika Education Strategies
To respond to Pasifika communities' education aspirations and expectations



The most intensive part of this action plan is talanoa ako, a very intensive engagement programme with Pasifika communities. All information collected was sent to communities for review and further comment.

PART ONE

5.3 KO E AKO ‘A E KAKAI PASIFIKA 1996 Pacific Islands Peoples’ Education in Aotearoa New Zealand, Towards the Twenty-First Century

The first MOE Pasifika education strategy, Ko e Ako ‘a e Kakai Pasifika was released on 10 December 1996. As introduced above, consultation, literature review and policy stocktake were used to gather information on which this strategy was based.

5.3.1 Talanoa Ako 1994-1996

For Pasifika peoples, talanoa (talking/discussion) was fundamental to making good collaborative decisions. This process involved all parties sitting down and having open, respectful, honest discussions about education and for Pasifika education stakeholders this was also about them participating in decision making processes; accessing education information; working together with the MOE in ways that enabled conversations with senior management directly; creating better understanding of Pasifika education aspirations and their impact on policies. This process enabled Pasifika voices to be heard inside the MOE helping it to develop better Pasifika education strategies being developed.

Before discussing the MOE’s talanoa ako series of 1994, it is important to note other talanoa that were held with Pasifika communities just prior to this period. During 1993, the Ministry of Pacific Islands Affairs[65] held a series of education fono (consultation meetings) across the country identifying the need for Pasifika strategy development (MPIA, 1993). In 1993 the Ministry of Women’s Affairs consulted Pasifika women across the country and identified concerns about Pasifika women’s and girls’ low educational performance being a barrier to employment (MOWA, 1993). The MOE also consulted on the Education for the 21st Century[66] framework in late 1993 and the meetings that were held in Auckland,

[65] The author was a member of the Minister of Pacific Island Affairs’ Advisory Council at the time and was invited to attend these fono and was part of the discussions on the resulting report.

[66] The writer had only been a few days into the role of PMP when she was invited to be part of the MOE’s travelling team, led by the Minister of Education, consulting on Education for the 21st Century. A discussion document, Education for the 21 Century, was used to seek communities’ input and responses on the document’s suggested participation rates and setting targets for education in Aotearoa New Zealand. The Education for the 21 Century document was published later in 1994.

Wellington and Christchurch, while open to the general public, also targeted Pasifika communities through specific invitations (Ministry of Education, 1994a).

These three talanoa provided some indications about what Pasifika peoples were already saying about education, that there was a need for a Pasifika education strategy; early childhood education was important; there were issues regarding the lack of Pasifika capacity and capability within the MOE and the wider education sector; the need for Pasifika role models; concerns about the low Pasifika educational performance across all education sectors; assessment processes and the importance of Pasifika languages, cultures and identities.

From the beginning of 1994 and throughout 1995, 40 talanoa ako were held across the country, some with senior secondary and tertiary students. Ten of these talanoa ako were with Pasifika education umbrella organisations, ethnic community organisations or church communities. In larger urban centres several talanoa ako were held with different Pasifika groups while combined meetings were held in smaller centres. Around 2,500 people attended talanoa ako during 1994 and 1995. Not counted in this total were numerous talanoa ako with both Pasifika and non-Pasifika individuals who were interested in Pasifika education. Another 20 talanoa ako were held during 1996 to make sure that everyone agreed with the Pasifika education strategy before it was finalised and released.

Table 19: Talanoa Ako were Held with the Following Groups

Groups Consulted	
Pasifika ethnic umbrella organisations	Ulimasao (Samoan bilingual Unit Association); FAGASA (Samoan language educators); ATEA (Aotearoa Tongan Educators Association); SAASIA (Samoan Association of Aoga Amata)
Pan-Pasifika groups	Pacific Islands Polynesian Education Foundation (PIPEF) Board; Pacific Islands Early Childhood Council Aotearoa (PIECCA), Pacific Islands Training Providers Organisation (PITPONZ)
Pacific Islands communities	Okaihau, Whangarei, Auckland, Hamilton, Gisborne, Rotorua, Napier, Palmerston North, Wanganui, Levin, Wellington, Nelson, Christchurch, Timaru, Dunedin, Oamaru and Invercargill. Combined Pasifika community talanoa ako were held in provincial cities and smaller urban centres and ethnic specific communities – Samoan, Cook Islands, Tongan, Niuean, Tokelauan, Fijian were held in the major cities of Auckland (North, Central, West, South), Hamilton (Tongan, Samoan and Cook Islands), Wellington (all Pasifika communities and Tokelauan) in Porirua City, Wellington City and Hutt Valley), and Christchurch (Tongan, Samoan)

Table 19: Talanoa Ako were Held with the Following Groups

Groups Consulted	
Minister of Pacific Island Affairs Advisory Council	Representatives from different communities across the country
Students	Student representatives from secondary schools with high Pasifika populations in Auckland and Wellington, and students from Auckland, Victoria and Massey universities
Pasifika leaders and individuals	From church groups such as EFKS, PIC and other Samoan churches, Catholic, a variety of Tongan churches including Wesleyan and Methodist churches
Government agencies	Health, Welfare, Ministry of Pacific Island Affairs, New Zealand Qualifications Authority, SkillNZ, Early Childhood Development Unit, Career Services, Specialist Education Services
Educators	Pasifika and non- Pasifika educators, tertiary lecturers
Pasifika rural/urban women's organisations	PACIFICA, New Zealand Council of Tongan Women, Fijian Women's Council, Cook Islands Women's Council
Pasifika ECE services	Across the country, many with their church umbrella groups
Schools with Pasifika bilingual units	Auckland based units

An open-ended approach was used where participants were invited to discuss their experiences in education, successes and failures, what was working well and not working well, the strengths of their education experiences and any weaknesses, future opportunities and threats. This approach was clearly different as there was no discussion document prepared prior to the talanoa ako, though potentially risky for the MOE in that Pasifika peoples expectations and demands might be too unrealistic and unachievable.

5.3.1.1 Narrative Five: Talanoa Ako, Shared Education Conversations with Pasifika Communities

The following narrative explains the talanoa ako further.

Narrative 5: Talanoa Ako, Shared Education Conversations with Communities

Why did the MOE include Pasifika communities in developing a Pasifika education strategy?

The Pule Ma'ata Pasifika believed that policies and strategies for addressing Pasifika education issues could not be developed without the community.

Having talanoa ako with diverse Pasifika communities is not for the faint hearted nor is it for the fly by nighters! Don't hold talanoa ako if you're only interested in taking, you have to give something back to those whose views and ideas you have been collecting. Holding talanoa ako with Pasifika communities is really for those committed to making a difference and coming back to report on progress, those that are interested in building and sustaining relationships. Talanoa ako is a full circle of reciprocal relationships.

Talanoa ako approaches were drawn from the PMP's experiences, her extensive community involvement, knowledge of and contacts within the Aotearoa New Zealand Pasifika communities. Later talanoa ako build on previous ones, acting as change agents both within the MOE and within the community.

Successful talanoa ako involved advance planning within the MOE and with communities, participants informed with as much information given before the talanoa ako. Suitable venue and refreshments organised, key community leaders invited and briefed to open and close the talanoa ako. Appropriate MOE senior personnel invited and briefed.

The PMP identified a key informant within the Pasifika community who had extensive networks across the country. This key informant helped to identify local key contacts to help the PMP organise the talanoa ako. Key leaders were identified in each community, local networks, organisations and church communities. Invitations went out early introducing the PMP and inviting participants to the talanoa ako. A fortnight out from the talanoa ako, the key contacts telephoned invitees to remind them about the talanoa ako and to confirm attendance.

Pasifika languages and protocols were used in greetings and discussions throughout the talanoa ako, translated as necessary. A typical talanoa ako programme included the following:

- Opening prayer by the local church minister and welcome by a local community leader or local contact;
- Introduction of community leaders, the PMP and MOE managers, participants as appropriate;
- Explanation of the purpose for the talanoa ako by the local contact, already briefed by the PMP;
- The PMP introduces herself further and gives more detail about the purpose of the talanoa ako, the vision for developing a Pasifika education strategy and seeks participants' support and views;
- Explanation of the MOE's role by Senior or Regional Managers present;
- Discussion using open-ended questions with a member of each group recording the talanoa ako:
  - Tell us how you and your family are doing in education, in early childhood, schools and in tertiary education and how these experiences could be improved.
  - Who should have responsibility for Pasifika education and why?
  - What have some of the issues been?
  - How could Pasifika education be improved?
  - What would be the key features of a Pasifika education strategy?
- Open forum where communities reported back on discussions and asked questions of the MOE
- Summation by the PMP thanking community organisers, leaders and participants, explaining the next steps and timelines regarding the information gathered being sent to all participants for confirmation and further comment before using this information for developing strategy (the PMP wrote up all proceedings and questions asked by communities); and,
- Closing prayer by a local church minister or leader followed by refreshments and networking.

The initial series of talanoa ako held during 1994 became milestone events and as far as the

majority of Pasifika participants could remember, this was the first time the MOE had deliberately gone out to ask for their views on education plan development. Consequently the first hour of each talanoa ako practically became a *"dumping session"* where attendees offloaded[67] their views, often negative, blaming the MOE, government, other government agencies, schools, teachers and other education providers for everything wrong with Pasifika education – it seemed to the PMP that everyone else was being blamed except themselves as parents, students, communities, providers, and often educators. After a while though, conversations gradually became positive and focused on education. It was also clear from the comments shared by Pasifika communities that there was little understanding of the role of the MOE or of other Education Crown Agencies[68]. This kind of dumping has not happened since the 1994 talanoa ako series, probably an indication that people were happy to offload issues to an MOE that had largely been invisible up till then, and, that they were willing to get on with the business of supporting and building a better education system for Pasifika children and young people.

There was also a degree of scepticism about how the MOE was going to use the community views and whether it was going to follow through with strategic planning. This scepticism reflected the Pasifika communities' views about consultations by government departments at the time, where there was a suspicion that decisions were already made by the consulting department prior to the talanoa, and that consultation was a tick box exercise with little follow up afterwards. Pasifika communities also seemed to have had little voice in previous education reform consultations such as in Tomorrow's Schools. It was therefore necessary that the MOE took note of these concerns to make sure that these fears were alleviated. A collection of comments from talanoa ako evaluations are listed below:

> "This is great, the first time we've come together to discuss education and we should do this more;
> Why has the MOE not consulted us before?
> More funding is needed;
> We need more Pasifika teachers;
> Schools don't teach our kids well and they discriminate against them;

[67] Pasifika people used the talanoa ako to get things off their chests, vent frustrations in many cases, and while some of the issues shared had no direct bearing on education, people felt they wanted to air these views because they had not had a talanoa ako with the Ministry of Education previously.
[68] As far as participants were concerned, the MOE was responsible for everything to do with education.

> We want to know what the MOE will do with this information;
> We want to be consulted further;
> We want to be kept informed;
> We don't have enough representation on school boards;
> We don't get enough information on education;
> My children are doing well at their school;
> Thank you for coming, we want you to come again" (Tongati'o, 1994b)

When talanoa ako feedback was collated and analysed, there was a high degree of consistency in the issues raised and compared favourably with the three consultations held previously by the Ministry of Pacific Island Affairs (MPIA), Ministry of Women's Affairs (MOWA) and the MOE in Education for the 21st Century, already discussed above. The table below summarises the reviewed information gathered organised into four sections, early childhood, compulsory, and tertiary and education sector-wide and contextual, systemic, structural and service factors, briefly discussed below.

Contextual factors are to do with background and circumstances surrounding a particular issue. For example Pasifika populations are fast growing, young and concentrated in Auckland. Early childhood contexts identified in talanoa ako included the need to increase Pasifika children's participation in early childhood education.

Systemic factors are to do with the education system such as the impact of low expectations on student achievement. This needed to change from within schools and from parents and families, and it is mainly to do with evidence, capability and information available across the education system.

Structural factors are about the structure of the education system such as the fact that Pasifika students are participating in English speaking schools and there are no options similar to those offered at early childhood levels. Other structural factors included Pasifika ECE services needing to meet licensing and chartering requirements, which were governed by legislation and regulations from the MOE, as the authorising environment.

Finally, service factors are particular to a service provider and can be targeted and tailored to meet learners' needs such as effective teaching practices.

Table 20: Common Themes Drawn from Talanoa Ako 1994, 1995

	Early Childhood Education	Compulsory Education	Tertiary Education	Education Sector Wide
Contextual Factors	• Lack of resources for purpose build services, Pasifika resources for children • Scholarships for teacher training • Training for governance • Impact of possible vision and hearing impairment on children's learning	• Differences between home and school culture, many students feeling alienated • Small number of teachers with a real concern for students • Peer pressure and racism • Lack of appropriate role models • Absenteeism, truancy, suspension • Students' low motivation and low self esteem	• Students lack confidence to study in a variety of programmes • Poor English proficiency • Low senior secondary school achievement and meeting tertiary entrance requirements • Bridging programmes	• Lack of coordination • Non-involvement in school activities • Communications issues • Parents placing a lot of trust on teachers • Absence of a supportive learning environment • Poverty • Disciplinary issues • Confused expectations of both parents and students
Systemic Factors	• negative stereotypes of Pasifika ECE services • parents do not know what services are available • Pasifika services want to meet the same high standards as other services	• failure experienced by children on entry to school • late, inappropriate and irrelevant career planning • streaming, Pasifika students put into lowest ability groups • lack of understanding of assessment methods and their purposes • negative stereotypes of Pasifika students	• late, inappropriate and irrelevant career planning • high Pasifika student drop out rates • low numbers of Pasifika researchers and needing to develop Pasifika research capacity	• lack of clear policies, goals and development plans from the Ministry of Education • being unable to access the right information across the education system • little acknowledgment of Pasifika differences across the system
Structural Factors	• Quality of Pasifika ECE services – buildings • Meet and sustain licensing and chartering status	• Lack of bilingual education policies • Mono-cultural schools and curricula • Lack of clear or targeted Pasifika school policies • Low numbers of Pasifika teachers across the system	• Pasifika students concentrated in a few areas of study • Barriers to tertiary studies including financial, learning support	• Lack of consistent and clear provision of information by all education agencies and providers • Low Pasifika capacity in the education workforce
Service Factors	• Transition into mainstream schooling from Pasifika services • Governance and management experience • Issues of long term sustainability and viability • Networking across all Pasifika services	• Ineffective teaching, assessment and evaluation processes • Parents are ill-informed about the contents of the curriculum • Parents lack knowledge of school processes and systems • Schools lack of understanding of Pasifika peoples contexts	• Students needing career information to enable them to stair case into higher levels of qualifications • Lack of information about tertiary programmes • Need targeted programmes for Pasifika such as language and cultural studies in tertiary	• Lack of involvement with school management • Cultural constraints such as obligations to family and community • Low expectations of students across all education services

Summarised from Tongati'o, 1994b, pp. 15-25

5.3.2 Ngaahi Fekumi (Literature Review)

This section is necessarily brief so as not to duplicate the main literature review in Chapter Three. During the 1990s, there was little Pasifika education research published in Aotearoa New Zealand and even fewer published by Pasifika researchers themselves. Most of the Pasifika research available at the time was focused on language, culture and anthropological studies. Few research reports documented the impact of strategies and initiatives on improving Pasifika education outcomes. Reviewing the available literature pointed to several suggestions identified either as causes of low participation and achievement or as strategies for improving the situation.

Ngaahi Fekumi (Literature Review) is grouped into the following broad areas

- Importance of early childhood and brain development (Sauvao, 1995; Newberger, 1997; Nash, 1997, Gerber, 1984);
- Collaboration between parents and schools (Dunlop, 1989) and understanding home and school contexts and values (Helu Thaman, 1994);
- Teaching and learning, classroom practices and learning styles (Jones, 1991), and academic questions (Grundnoff, 1990);
- Home literacies (McNaughton and others, 1990), reading strategies (Hill, 1987), school language expectations (Spolsky, 1990) and early reading acquisition (Wesseling, 1994);
- Pasifika languages and their impact on learning (Utumapu, 1992; Pasikale, 1996; Dickie, 1997; Lameta-Tufuga, 1992; Elley, 1993; Cummins and Swain, 1986; Cummins, 1989), demand for language services (Stockwell, 1995) and language transferability (Benton, 1972; Holmes, 1982 Cummins, 1979);
- Bilingual education (Lloyd, 1995; McCaffery, 1999), or parallels drawn with Maori education (Waho, 1993; Lambert 1977; Hirst & Slavik, 1990; Douglas, 1993; McCaffery, 1999; Zappert and Cruz 1977);
- Arguments against the use of the deficit models (Bothwick, 1987); and.
- Evaluation practices (Lam, 1992; Jacobs, 1988; Gravelle, 1990).

The key evidence identified above point to areas needing further focus as well as identifying gaps that future research may need to address.

5.3.3 Ngaahi Ngāue (Policy Stocktake) 1994-1996

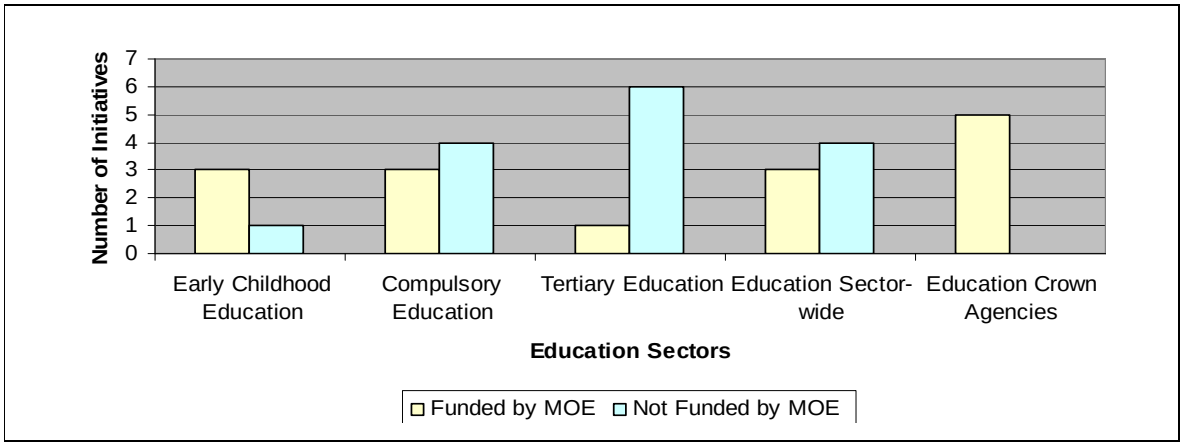
In the early 1990s, education policies tended to apply to all students regardless of ethnicity, gender and locality. Operational policy decisions were made at the front line, at early childhood services, schools and tertiary education providers depending on its intake of students, teaching staff and parent resources. Few targeted Pasifika policies existed in 1993,

1994 and 1995. Targeted Pasifika policy initiatives were the ones that have Pasifika titles intended for Pasifika students, families and communities.

Schools are self managing and funded via their Operations Grant to meet their operating expenses and maintenance costs. In 1994, a number of schools were funded directly to meet their own teaching costs. Other funding recognising differences in schools include Māori Language Factor Funding, Learning Assistance Allowance and equity funding. The general purpose of these funds were to support Māori language learning, address socioeconomic disadvantages, provide support for particular curriculum needs and provide additional support for certain groups of students with special learning needs. Education Crown Agencies are funded directly through purchase agreements with the Minister of Education and some of these agencies provided targeted services to Pasifika peoples.

The graph below shows the scale of targeted Pasifika policy initiatives in place at the time; also included in this stocktake are projects not directly funded by the MOE.

Figure 54: Ngaahi Ngāue (Policy Stocktake) 1994-1996



This stocktake also identified that there was no strategic coordination of Pasifika policies and operational activities and what was in place appeared adhoc. PMP's discussions with staff across the MOE identified a lack of understanding of the Pasifika population, their contexts and their education expectations and aspirations, and, the impact that education was having on Pasifika peoples. This stocktake also found that few Pasifika data was collected and therefore, not a lot was generally known about the status of Pasifika education in Aotearoa New Zealand. It seemed to the PMP that different sectors of

education were not linked in any coherent way, where isolated from each other and working in silos.

Ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake) found similar results suggesting inadequate and low level focus and expectations of Pasifika education generally, or that the assumption was that education policies were going to work equally well across all populations. These showed that more work needed to be done and the abundance of information gathered from Pasifika peoples during the talanoa ako series was indicative and reflective of the state of Pasifika education in the mid 1990s. This was ample reason for creating a Pasifika focus through strategic planning.

5.3.4 Triangulation and Analysis of Information Gathered using the Tolu‘i Founga (Development)

The next activity was triangulation, analysis and prioritising of the information gathered using the Tolu‘i Founga (Development), taking account of authorising environments, MOE’s capacity, capability and resourcing infrastructure, and addressing public value.

Analysis pointed to various historical factors that have negatively impacted on Pasifika education such as the ‘one size fits all’ policy approach. The talanoa ako series opened dialogues between Pasifika peoples and MOE, and helped to put on the table many issues, some already known and some not previously talked about. The most significant issues being the lack of targeted Pasifika policies, dearth of research evidence and the absence of a strategic development plan for Pasifika education.

To the MOE’s credit, management was willing to step into this new area and take leadership and responsibility and use the information gathered to develop a Pasifika education strategy, moving things from a “one size fits all” approach towards being more targeted and tailored for Pasifika. The MOE as well as Pasifika communities were no longer satisfied with Pasifika being invisible and silent. It was time to create a Pasifika identity in the education landscape and a strategic plan was the most obvious way to make this happen, to shape the education sector into responding to Pasifika peoples’ education aspirations and expectations.

The table below draws together triangulated information showing there was a lot of synergies between the information gathered from talanoa ako and ngaahi fekumi (literature review), and, when placed alongside ngaahi ngāue (policy stocktake) clearly showed that there were gaps between what Pasifika peoples were saying, available research and evidence and policies in place at the time.

Table 21: Summary of Analysed Information Using the Tolu'i Founga (Development)

Talanoa Ako (Consultation)	Ngaahi fekumi (literature Review)	Ngaahi Ngāue (Policy Stocktake)
• Early childhood • Home and school culture • Student alienation, absenteeism, truancy, suspension • Streaming, teaching, assessment • Career planning • Expectations, motivation and self esteem, peer pressure, racism, discipline • Pasifika teacher numbers • Role models, negative stereotypes • Information about curriculum, school policies and practices • Mono-cultural schools • Targeted policies, resources • Parents' high trust of teachers and schools • Poverty, cultural constraints • Health issues eg hearing loss • Governance and management • English and Pasifika language proficiencies	• Collaboration between parents and schools • Understanding home and school contexts and values • Teaching and learning, classroom practices and learning styles, and academic questions • Home literacies, • Reading strategies, • School language expectations • Early reading acquisition • Pasifika languages and their impact on learning • Demand for language services and language transferability • Bilingual education or parallels drawn from Māori education • Arguments against the use of the deficit models • Evaluation practices	• Early childhood development unit support for Pasifika language groups • Parents as first teachers (PAFT) • English for speakers of other languages (ESOL) funding • Pasifika language statements and resources • Pacific Islands Early Childhood Council Aotearoa (PIECCA) training programme • Training opportunities programme • Pacific islands education resource centre (PIERC) and wellington multicultural education resource centre (WMERC) • Policy work programme • Few research projects • PIPEF – Pacific Islands And Polynesian Education Foundation • Pasifika targeted positions across policy and the education system

Analysis also showed that these issues were unlikely to dissipate by themselves. The gathered information was reported in Challenging Success**,** Developing Pacific Islands Education in Aotearoa, New Zealand[69], which noted that:

> Available literature and statistical analysis confirmed the low achievement of Pasifika students throughout the country and across all sectors of education … Conference reports from other government agencies … also promoted the need for improving achievement, having more Pasifika teachers in schools, including

[69] Publishing the report aimed at generating further discussion by Pasifika education stakeholders as well as challenging the MOE into looking at developing strategies for addressing the education needs of Pasifika peoples. The short form Challenging Success is used throughout the thesis.

> Pasifika languages and culture within the curriculum and the provision of adequate resources throughout all sectors of education … The NZ Curriculum Framework, (1994, p10) identified that further policy development would be necessary to achieve the aim of "students whose mother tongue is a Pacific Island language … will have the opportunity to develop and use their own language as an integral part of their schooling ...[Challenging Success went on to recommend] that the MOE develop:
> 1. a strategic plan for Pasifika education where policy development and implementation issues are investigated, coordinated and progressed;
> 2. initiatives aimed at meeting the education needs of Pasifika communities;
> 3. partnerships with other education agencies, schools and Pasifika communities to raise Pasifika achievement. (Tongati'o, 1994b, pp. 4; 30)

5.3.5 From Challenging Success to Strategic Planning

Challenging Success became the baseline document informing the development of Ko e Ako ‘a e Kakai Pasifika, and in the last quarter of 1995 drafting the strategy began and continued into 1996. The lengthy internal conversations were in part due to the challenges provided by the community feedback; the gaps between Pasifika education aspirations and expectations and existing policies; the enormity of the issues to be addressed; influencing internal decisions and decision makers to confirm commitment and responsibility; and, creating ownership and buy-in from managers across the MOE.

Formal internal and external structures were needed to help progress the strategic plan through all these authorising environments. An internal Overview and Steering Group (OSG)[70] was set up to support the PMP as developer and navigator of the strategy through the MOE and through Pasifika communities. The OSG discussed the issues and information that had been gathered, raised issues regarding current policies and those that were outside policy parameters, and provided a general overview and steering of the development work during this period. This was a group that could quickly identify whether a certain action was doable and acted as a sounding board for the PMP. The OSG was instrumental in making sure that strategy development was informed by what was happening across the MOE at the time, considered the capacity of the MOE to deliver and implications for future policy development. The OSG had its first meeting in June 1995 and continued to meet until the strategy was signed off by the Senior Management Group in October 1996 when

[70] The Overview and Steering Group was made up of policy and operational senior managers and met on the second Tuesday of every month for an hour from 8am, chaired by the Senior Manager National Operations.

implementation became the focus and conversations with senior managers became more targeted as required to make sure that Ko e Ako ‘a e Kakai Pasifika was implemented, monitored and reported on.

Alongside the OSG, an external Pasifika Education Reference Group (PERG)[71] was established in 1995 to help the PMP navigate the strategy through Pasifika communities. It was important that a strong and effective PERG was able to make sure that Pasifika voices were always present during the development phase. Communities needed to be kept informed about each stage of development and be confident that the MOE was using the information gathered through the talanoa ako in strategic plan development. Once established, PERG also became a sounding board with which the PMP discussed ideas and approaches. The group played a dual role in making sure that members had the confidence of the MOE as well as having credibility within Pasifika communities. PERG’s role was pivotal and members also quickly learned about the role of the MOE enabling it to make informed discussions with Pasifika communities when required. PERG held its first meeting in October 1995 with six members, all of whom had attended various talanoa ako held in their local communities. Time was spent bringing group members up to date with feedback and analysis of information already gathered, to make sure that PERG contributed successfully to the developing work. Triangulation and further analysis began to identify possible solutions, shown in the table below.

Table 22: A Brief Summary of the Issues Identified and Possible Solutions

Issue	Possible Solutions
Communications and the Provision of Information. Families wanted to know what is happening in the education sector, education policies and operational activities and, have ongoing conversations with the MOE	• Clear communications and updated education information provided on a regular basis • More talanoa ako and positive outcomes to be highlighted • Clear messages from schools to parents and schools should be more welcoming
Bilingual education To be recognised as one way of achieving success for learners	• Bilingual education should be evaluated with clear policies and guidelines developed
Curriculum Schools to be more sensitive to the language and cultural needs of Pasifika students	• Pasifika languages, culture and Pasifika studies included in the curriculum

[71] Guidelines and terms of reference were developed for the Pasifika Education Reference Group, gained the required approvals from the Strategic Management Group then nominations for the six available places were sought from Pasifika communities and Pasifika groups whose contact details were known to the PMP, through the links established via the talanoa ako series and key local contacts. Once nominations closed, a shortlist was identified and preferred nominees were ranked ensuring that a mix of skills, ethnicities, locations and education sector interests were represented.

Table 22: A Brief Summary of the Issues Identified and Possible Solutions

Issue	Possible Solutions
Teachers, Training and Staff Development Student achievement can be enhanced by well trained teachers who have empathy and rapport with Pasifika students. Need best teachers for Pasifika students	• More Pasifika teachers and specialists – school counsellors, career advisers • Pre-service education and training to be inclusive of Pasifika perspectives • Professional and career development for Pasifika teachers • Cultural awareness programmes for all teachers
Support for students Parents, students and educators agree that students needed further learning support in a variety of areas and contexts	• Study support (homework) centres to be funded to address poor performance • Role models to help address motivation • Better communications between students, teachers and parents
ESOL In some schools students from non English speaking backgrounds make up significant proportions of the school roll with varying degrees of learning needs	• Better targeting of ESOL funding and information about programmes
Ministry of Education Pasifika peoples saw the MOE as central to their being able to participate and achieve well within the New Zealand education system	• Clear policies, goals and strategies that are monitored and evaluated • More Pasifika staff in the MOE, in decision making roles at national level through to local levels such as school boards, governance and management
Resources in schools Resources include personnel, funding, learning and teaching materials necessary for enhancing student performance	• More targeting of school resources reflecting and/or targeting Pasifika, these include financial, personnel, learning and teaching resources
Tertiary Concerns Low level participation in tertiary High tertiary fees	• More support to increase participation, retention and achievement • Relevant and specific career guidance • More participation in a wider range of disciplines
Qualifications Improved qualifications for Pasifika peoples	• Recognition of prior learning to include language and cultural skills • Lack of understanding of the qualifications framework; • Improvement in secondary leaving qualifications necessary to increasing participation in tertiary
Early Childhood Education It is acknowledged that this is a very important sector and Pasifika Language Nests are seen as successful initiatives for parents and children Property requirements - permanent premises, licensing criteria seen as too difficult by many such as impact of high rent and transport costs	• Teacher training and qualifications; • ECE Co-ordinators be appointed from all Pasifika ethnicities • Simplify the licensing and chartering process • Te Whaariki, the Early Childhood Curriculum not clearly understood by Pasifika services • More Parents as First Teachers (PAFT) programmes
Parent Education Parents must be given the opportunity to learn more about what goes on in schools, so that they could support their children better	• Provide better information for parents • Parent education programmes
Boards of Trustees In many schools, Pasifika parents were not involved as members of boards	• Campaigns for new board elections to target Pasifika • Effective training for Pasifika and all members

Ministry of Education, 1994b, n.p.

Solutions ranged from the need to develop new policies, new operational policies or targeting implementation strategies. Some things were deemed undoable because they were outside existing policies or there were resourcing constraints. Examples of undoable activities included free tertiary education and more targeted funding for Pasifika bilingual education outside schools' operations funding.

The draft strategy began to identify priorities based on the synthesis and analysis of the information gathered which provided ample evidence on which areas to focus on. PERG discussions were essential as the plan was beginning to take shape and the emerging goals were becoming more explicit. A draft name Ko e Ako 'a e Kakai Pasifika was identified using the Tongan language only in 1995, as the one most familiar to the PMP and the name was supported by PERG and Pasifika communities. The draft goals began to focus on the following areas:

- Enrolment in early childhood services, and the number of licensed and chartered Pacific Islands early childhood centres (PIECCs), including strategies around promoting quality, child health and welfare, ongoing centre support, resourcing, strengthening curriculum and management practices;
- Achievement in the essential learning areas;
- The level of participation and achievement in training and further education including targeting of various initiatives and strategies in which the current uptake by Pacific Islands students were low;
- Focus on education outcomes;
- The number and skill base of Pacific Islands teachers at all levels of education and across the curriculum;
- Closer home/community/school relationships;
- Research identifying best practice and evaluating existing projects;
- Pacific Islands membership on school boards of trustees, training which is appropriate, relevant and timely, including EEO training and support;
- Pacific Islands students at risk of educational underachievement.
- The diversity of Pacific languages and impact on Pacific participation and their place in helping students reach their full potential in life-long education;
- The benefits or otherwise of Pacific Islands bilingual education and exploring future opportunities; and
- Number and variety of learning materials. (Ministry of Education, 1995, n. p)

Consultations[72] on the draft continued in 1995 with talanoa ako contributing towards refining priorities and after several iterations, Ko e Ako ‘a e Kakai Pasifika finally focused on increasing participation in early childhood education and the number of licensed and chartered Pasifika early childhood education services; improving literacy and numeracy and those leaving with qualifications in compulsory education; increasing participation, retention and achievement in tertiary education; and, increasing communications, research and networks supporting education across all sectors of education. By this time it was also clear that the plan was going to have four sections of early childhood, compulsory, tertiary education and education sector-wide.

Once the draft plan[73] was agreed within the MOE and PERG, agreement was sought from the Minister of Education who then directed the MOE to take the draft Ko e Ako ‘a e Kakai Pasifika out for another round of consultations to make sure that Pasifika communities were in agreement with the draft plan’s proposals. 1996 saw another round of talanoa ako held with all those consulted previously and there was overwhelming support for the draft priorities and of those consulted one negative voice was raised, about whether there was a need for a Pasifika strategy[74]. This positive tick off from the community was mainly due to the fact that the draft priorities reflected the issues raised at talanoa ako held during 1994 and 1995, and that Pasifika communities were positive about the PERG making sure that Pasifika voices were ‘live’ and heard throughout the development process. In November 1996, Ko e Ako ‘a e Kakai Pasifika was presented and discussed by the School Consultative Committee, a committee chaired by the Secretary for Education, whose members were representatives from professional associations of teachers, principals, school trustees and primary and secondary teacher unions. Positive feedback was also received.

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[72] All Pasifika staff within the MOE was invited to discuss the work to date. Eight people attended including a policy analyst, liaison officers, MOE officers and a manager. There was little confidence from this group that the plan would be approved by the MOE, only one person was supportive. The author took this to indicate more the level at which Pasifika staff were located within the MOE (between 1994 and 1996 most Pasifika staff were in liaison and advisory roles), or that these Pasifika staff had little experience in this kind of work, or that any previous suggestions and proposals for improving Pasifika education might not have successful. In spite of this response, the PMP proceeded with developing the strategy aided by the OSG and the PERG, and went on to seek senior management agreement.

[73] After further refinement, the draft Ko e Ako ‘a e Kakai Pasifika began to create a balance between immediate and tangible outcomes for Pasifika communities to see and take part in and, key areas that needed further policy development.

[74] This voice was from a non-Pasifika educator.

5.3.6 Strategic Management Group Approval and Public Release

Ko e Ako ‘a e Kakai Pasifika went on to be approved by the MOE’s Strategic Management Group and it was ready to be launched. Meanwhile, a new government was elected in October 1996 and a coalition government was still being worked through. The Strategic Management Group decided to launch the plan as it had been eagerly awaited with much anticipation by Pasifika communities across the country.

Ko e Ako ‘a e Kakai Pasifika was launched by the Secretary for Education on 10 December 1996 at the Junior Prize Giving ceremony at Tangaroa College, Auckland. The event was co-hosted by Tangaroa College and Dawson Primary School and began with a pōwhiri (Māori welcome) for the Secretary for Education as this was his first visit to Tangaroa College[75]. Auckland schools with significant Pasifika student populations were invited and attended the launch as did early childhood services, parents, communities and Pasifika leaders.

PERG members played a key role in this event with the Cook Islands member speaking in response to the Maori welcome, the member from the Ministry of Pacific Island Affairs introducing the visitors and the representatives from the Tongan and Niuean communities presenting Ko e Ako ‘a e Kakai Pasifika to the Minister of the Otara PIC Church to be blessed. After the blessing the Secretary for Education spoke and launched the plan followed by a symbolic handing over of the plan to representatives of Pasifika communities and church leaders, school boards, principals, teachers and students from early childhood, primary, intermediate, secondary and tertiary organisations across Auckland, integrated schools, girls and boys schools, parent representatives and education agencies. At the end, the chair of Tangaroa College’s board of trustees thanked everyone.

A brief summary of the plan’s foreword by the Secretary for Education stated that:

> Pacific Islands peoples are an integral part of New Zealand’s total population and school population. It is important for their future and for New Zealand … that Pacific Islands peoples not only are able to fully participate in our education

[75] The Secretary for Education started in the Ministry of Education in July 1996.

> system but are also able to acquire a high level of skills and qualifications from that education.
> Ko e Ako ‘a e Kakai Pasifika … brings together, for the first time, the information and policy programmes that are designed to support the education of Pacific Islands students … to increase participation and achievement in all areas of education. The plan has been developed during the past two years in consultation with Pacific Islands education stakeholders. …
> A literature review provided a summary of Pacific Islands education issues, and noted that some issues have been documented as being of concern for several years. The information gathered was reported in … Challenging Success, Developing Pacific Islands Education in Aotearoa, New Zealand … This final document acknowledges the unreserved agreement given by those consulted and the MOE’s commitment to implementing these initiatives. (Ministry of Education, 1996a, p. 3)

5.3.7 CASE STUDY ONE: Developing the first suite of Pasifika targeted policies to support Ko e Ako ‘a e Kakai Pasifika

As explained above, every opportunity was used to identify policy gaps and initiatives that could support Pasifika education. In 1995, an opportunity presented itself in the form of the Pacific Islands Labour Market Strategy Vaka Ou (New Beginning), focused on employment, community and economic development. This strategy aimed to address labour market disadvantage and education was identified as a key influencer on participation in the labour market. As the MOE had been developing its Pasifika education strategy, it was in a good position to use the report Challenging Success and the draft Ko e Ako ‘a e Kakai Pasifika to inform its response to the labour market strategy. This case is about the education responses that were proposed and approved.

CASE STUDY 1: Developing The First Suite Of Pasifika Targeted Policies To Support Ko E Ako 'A E Kakai Pasifika

Introduction

The report Challenging Success and the draft Ko e Ako 'a e Kakai Pasifika informed the development of the Pasifika employment strategy. The MOE had identified several areas that could be used to both be able to meet the labour market strategy as well as address some of the education issues that were identified.

Three papers were presented to Cabinet, the first was the framework for the Pacific Islands labour market strategy, the second paper explored employment, community and economic development options, and the third developed proposals for improving education outcomes for Pacific Islands Students from early Childhood to post compulsory education and training. This case is about the third paper. Education is seen as the key to labour market opportunities.

Contexts

The policy stocktake graph shown in section 5.3.3 above showed that few targeted Pasifika education policies existed between 1994 and 1996. Research and talanoa ako held with Pasifika communities identified several areas that could be addressed in the labour market strategy, helping to increase Pasifika people's participation in the education labour market and raise education outcomes.

Education outcomes for Pasifika students were significantly lower than for other students, fewer gained qualifications and those that did, gained qualifications at lower levels compared to other students. Pasifika were underrepresented in high skilled, high income occupations. Three options were proposed;

- the first was to provide licensing support or Pacific Islands Early Childhood Centres (PIECS). 20 Pasifika ECE services were licensed up to the end of 1992 as a result of a $1m allocation from the existing Discretionary Grant Funding in the 1991-1992 financial year. In July 1994, 183 of the 201 (91%) Pasifika early childhood services were not licensed, and therefore there were implications about the quality of provision and access to resources. Only 501 children of the 4483 attending PIECCs at the time attended a licensed service. This proposal was to help more Pasifika services as funding constraints were identified as the cause of Pasifika services not achieving licensing status. Having more licensed and chartered services would result in more employment opportunities being created;
- the second was on parent support through maintenance of the Anau Ako Pasifika programme (family-based learning, the Pacific way) whose funding from a philanthropic orgnisation from the Netherlands was coming to an end and the programme, at the time was shown to be effective in providing home support for parents and early childhood education. Anau Ako Pasifika emphasised encouraging parent-child interaction in order to: assist language development (in particular first or home languages); cultivate pre-literacy skills; and provide the support necessary for parents to promote their child's growth and development;
- the third was the Pacific Islands School-Parent-Community Liaison programme in compulsory education. Many schools did not have effective relationships with the parents of their Pasifika students and this programme aimed to improve the situation contributing to more student success and getting schools to be more responsive to their Pasifika students, parents and communities.

Practices

- The Early Childhood Development Unit (ECDU) was the Crown Agency responsible for supporting Pasifika ECE services through to licensing status and at the time it was supporting 197 Pasifika play groups, most wanting to become licensed and chartered. These groups needed intensive support to get licensed and the extra resources will boost ECDU's ability to support Pasifika play groups, to move to becoming licensed and chartered.
- Anau Ako Pasifika project has been running since its establishment in 1986 with funding from the Bernard Van Leer Foundation from the Netherlands, this funding was ceasing in June 1996. This project was offered in Auckland, Tokoroa and Wellington, and more funding was needed to support the project and extend it to other areas. The project offered parent support and development to families in their homes to enable more understanding of their contributions as parents to children's learning through play and reading to children, and providing information on early childhood education in Pasifika languages;
- Schools were responsible for developing relationships with their students' parents to foster more educational success. Some schools were able to do this on their own but others needed help to do this, and others still did not see value in this activity or did not know how to go about creating those links.

Achievements
Funding was allocated to the three projects, effective from the 1996/97 financial year. These projects were Licensing support for Pacific Islands Early Childhood Services; Funding for Anau Ako Pasifika; Pacific Islands School Parent Community Liaison (later known as Pasifika School Community Parent Liaison project-PSCPL).

All projects were in place by the end of 1996. Other work that was already underway internally within the MOE was the creation of a Pasifika Pool within the Early Childhood Discretionary Grants Scheme. Also happening at the time was policy work on Pacific Islands Teacher Supply, English for Speakers of other Languages (ESOL) and Training Opportunities Programme.

Conclusions
These were the first series of targeted Pasifika policy initiatives that would support Ko e Ako 'a e Kakai Pasifika. They drove further actions to make sure that when more Pasifika ECE services were licensed and chartered, that qualified teachers were available to make sure that services were of high quality, viable and sustainable. The Pasifika Teacher Supply Strategy addressed these issues across the education sector.
Other related policy initiatives included English language proficiency and literacy were important in making sure that Pasifika achievement in school is raised, and that adults can find and hold on to jobs, run businesses and expand into a variety of employment options. These resulted in further targeting of existing ESOL resources. Work on the Training Opportunities Programme (TOP) was looking at further targeting of this programme to address a variety of job-seeker needs.
By 2009, the licensing project was now core work for the MOE since the integration of the ECD in 2003 and the number of licensed Pasifika services has continued to grow. The PSCPL project is still working with clusters of schools around the country. The Anau Ako Pasifika project operated until 2006 and is now no longer in place due to reviews identifying that it was no longer effective in meeting its intended outcomes.

Identifying opportunities and using them was important to the PMP because it was not usual practice that Pasifika initiatives were suggested at the time. These policy initiatives helped the MOE to be visible within Pasifika communities quickly, and communities could see that the MOE was following through with some of the issues and concerns raised at talanoa ako. This further enhanced trust and reciprocal relationships between the MOE and Pasifika peoples.

The above case provides examples of targeted Pasifika policies in early childhood and compulsory education with strong elements of working with parents, families and communities. Securing funding for these projects was a positive outcome and showed how important it was that the MOE had a Pasifika strategy, with identified priorities that could be used to secure funding. The projects reflected the areas that Pasifika communities said were important during talanoa ako, in early childhood education and in schools growing relationships with parents and communities so that teachers and schools were able to better meet the needs of Pasifika students. The fact that two of these projects (PISCPL and licensing) were still in place in 2009 showed that they are still important.

The third project Anau Ako Pasifika was a community driven project and ongoing funding for projects like these were always dependent on providing efficient, effective services that were governed and managed well with strong outcomes for children and families. By 2006, a review of this model showed that it was no longer delivering value for money in achieving its intended outcomes and significant provider development was needed even though the project had been in place since 1986. The lack of available data on the participants and outcomes meant that it was not possible to determine whether the programme was reaching those families most in need and therefore funding for the programme was stopped. However, services for children and families continued with other programmes such as Parents as First Teachers (PAFT) and family support.

5.3.8 Progress on Implementing Ko e Ako ‘a e Kakai Pasifika

Once Ko e Ako ‘a e Kakai Pasifika was launched, monitoring implementation and reporting became the key responsibilities culminating with the release of the monitoring report on progress in 1998. This report[76] discussed the increasing initiatives in Pasifika education, which was positive progress given the absence of targeted Pasifika policy initiatives in the 1994-1996 period (Ministry of Education, 1998b) .

A brief overview of the monitoring report found that implementation of Ko e Ako ‘a e Kakai Pasifika had been varied across the MOE. Some divisions were implementing a number of projects (eg Curriculum Division, National Operations and Research Division), while others were not. While there had been a marked increase in the level of involvement in Pasifika education following the release of the plan, more needed to be done in order to incorporate long term strategic development and to continue to raise awareness and priority across the MOE and address the availability of more Pasifika information. Progress in the early childhood sector identified that 40 centres were licensed and chartered, 26 of them during the 1995–1998 period and enrolments in Pasifika early childhood services were increasing. Contributing towards increasing the number of licensed and chartered centres were more licensing and targeted assistance support made available through the ECD. The Early Childhood Discretionary Grants Scheme Pasifika Pool also played a significant role

[76] Outcome reporting was not yet widely used in the public service in the mid 1990s.

in providing funding for groups to renovate or built new centres, and during 1995 and 1996, 17 groups had been successful in securing funding.

A few projects were implemented in the compulsory education sector such as the Pasifika School Community Parents Liaison (PSCPL) project, to improve school liaison with Pasifika peoples, contracts for Pasifika teacher professional development, support for Samoan teachers to implement the Samoan Language Curriculum, and training for Pasifika board of trustees' members. There had been positive feed-back from these projects. An increasing number of research projects were also focusing on Pasifika students such as the independent evaluation of the PSCPL project, Achievement in Multi-cultural High Schools (AIMHI) and Strengthening Education in Mangere and Otara (SEMO). Learning Media Ltd, on contract to the MOE, continued to publish Pasifika resources to support and help learning across the curriculum and in bilingual education.

In tertiary education, there was a small increase in the percentage of Pasifika students enrolled in tertiary education to 3.2%. However, a large proportion of this figure represents enrolments in Training Opportunities Programmes. PIERC Education was consolidating its activities but its equivalent Wellington Multicultural Educational Resource Centre Inc (WMERC) ceased operating in 1999 due to low output delivery over a period of time.

Implementation of goals across the education sectors such as making more information was available to communities, research and special education initiatives had been slow and needed to be given a higher priority across relevant divisions within the MOE.

PART TWO

5.4 PASIFIKA EDUCATION PLAN 2001
Closing the achievement gap between Pasifika and other populations

Following the publication in October 1998 of the progress report on implementing Ko e Ako ‘a e Kakai Pasifika, reviewing the plan began. The 1998 progress report showed that small shifts were beginning to be made in participation in early childhood and tertiary education and initial shifts in school leaver qualifications. These results indicated that the plan was heading in the right direction but that there was a long way to go towards closing the participation and achievement gap between Pasifika and other populations. Developing the next plan again utilised the same processes that had proven successful previously.

Several conferences proved opportune in gathering the voices of Pasifika peoples once again and, these conferences contributed to the information gathered from talanoa ako. But first, it is essential at this point to briefly revisit the changing political authorising environment that was in place from late 1999 onwards and its impact on developing the next iteration of Ko e Ako ‘a e Kakai Pasifika.

5.4.1 The Changing Authorising Environments

After the general elections in late 1999, a Labour-led government[77] came into power, and this Government prioritised Maori and Pasifika in its Closing the Gaps (GAPs) strategy. The GAPs strategy is discussed more fully in the contexts in Chapter Two. The Prime Minister, Rt Hon Helen Clark in her speech from the throne at the Opening of Parliament on 21 December 1999, made these intentions clear, that the government was going to implement a work programme that reduces inequality between Pasifika and Māori populations and the rest of the Aotearoa New Zealand populations.

> The economic, social and educational needs of our Pacific communities are also of particular concern for my government and will be ... addressed. New Zealand celebrates its Pacific location and the special contribution to our culture from its peoples. (Rt Hon Helen Clark, 21 December, 1999)

[77] The Labour Party’s manifesto of 1999, in preparation for the general elections stated that, in government “it will hold an education conference to begin the development of a Pacific education strategy”

This was significant for Pasifika, being the first time that a Government had explicitly prioritised this population in its work programme which meant that Pasifika was going to be considered deliberately across all areas of the public service. For many Pasifika peoples the GAPs strategy meant that Pasifika was being treated seriously and that their issues will be dealt with efficiently and effectively. However, some Pasifika peoples were not yet sure what this might mean and were worried that the Pasifika population was being compared to other populations time and time again and not being recognised for their uniqueness and strengths.

The government's authorising environment was positive, decisive and deliberate in wanting strategies in place to minimise or eliminate the gaps between Maori and Pasifika peoples and other populations across all areas of social and economic policies. This mandate created the opportunity for government departments to respond positively and a lot of intensive work began to realise the Government's GAPs strategy across education, health, housing and many other areas.

Having reviewed Ko e Ako 'a e Kakai Pasifika during 1999 meant that the MOE was well placed to develop a Pasifika strategy to meet the government's GAPs priority. This also meant that the resulting strategy would be approved at the highest level of government, by Cabinet. The MOE was able to quickly respond positively to meeting the authorising environment's requirements, and could identify and build public value for Pasifika education and had the organisational capability to deliver.

In its briefing to the incoming Minister of Education, the MOE stated that:

> Ko e Ako 'a e Kakai Pasifika, was first published in December 1996. The strategy was developed over a two-year period in consultation with Pacific education stakeholders. … A report on the implementation of the strategy from January 1997-October 1998 … noted the marked increase in the level of Pacific initiatives over the last four years, particularly the number of initiatives in the early childhood sector. During 1999, the strategy's goals have been reviewed to ensure it continues to be relevant to Pacific peoples' education needs. (Ministry of Education, 1999b, p. 5)

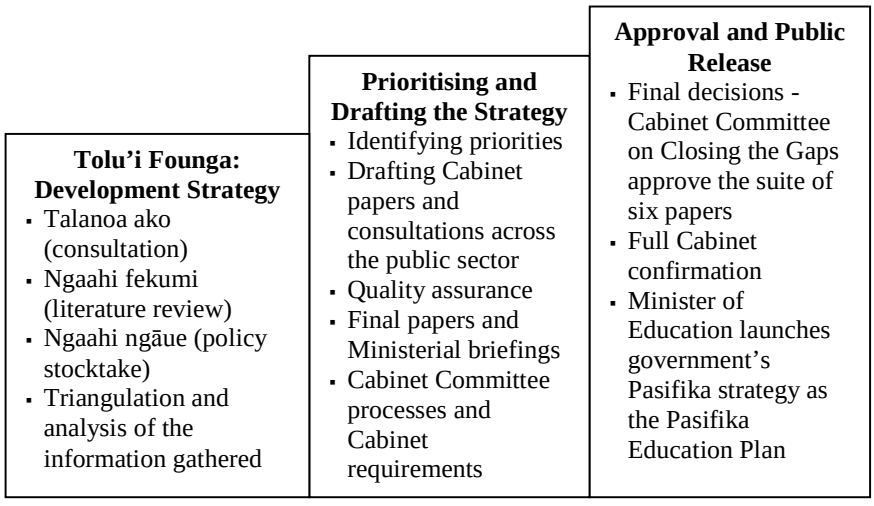
The Minister of Education agreed that Ko e Ako 'a e Kakai Pasifika would form the basis for making sure that a comprehensive strategy was developed. The stakes were now raised

much higher and development began in earnest. On the 3 May 2000, the Cabinet Committee on GAPs invited the Minister of Education to arrange for Ko e Ako ‘a e Kakai Pasifika to be updated to reflect the priorities identified by the Government.

In raising the bar to meet the GAPs priorities, the MOE had to deliver Pasifika education more strategically through several processes to make sure there were effective and well informed internal conversations, that senior analysts were on the job with quality assurance processes in place to enable robust papers to be delivered. This led to the establishment of virtual discussion groups made up of senior policy managers and analysts across early childhood, schooling and tertiary education divisions within the MOE, confirming quality assurance processes, and the setting up of a sub-committee of SMG called the GAPs Committee. This meant that there was more coherence and effective strategising with Pasifika being at the centre of these discussions and sizing the ‘gaps’. Similar processes were used by the Māori group in developing the Māori response to the GAPs strategy.

In working towards getting Cabinet approval for Ko e Ako ‘a e Kakai Pasifika – Pacific Education Plan, the following steps were adopted, some of them differed from the steps taken towards gaining agreement for the first plan. Getting Cabinet agreement required meeting several requirements of the Cabinet authorising environments as shown in the diagram below.

Figure 55: Processes used towards gaining Cabinet approval for Ko e Ako ‘a e Kakai Pasifika – Pacific Education Plan



Reutilising the development strategy successfully used to develop Ko e Ako ‘a e Kakai Pasifika made sense – using talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake). Information was also drawn from the progress report on implementing Ko e Ako ‘a e Kakai Pasifika.

5.4.2 Talanoa Ako 1997-2000

Between 1997 and 2000, a series of talanoa ako were held with a variety of audiences, contributing to the review and further development of Ko e Ako ‘a e Kakai Pasifika. These included four talanoa ako with the Achievement in Multicultural High Schools (AIMHI) cluster during 1996 and 1997 and the Pacific Vision Conference in 1999 hosted by Ministry of Pacific Island Affairs (MPIA). Other events that happened between 1997-2000 included four Strengthening Pasifika Early Childhood Education (SPECE) fono; eight bilingual education fono with a number of Pasifika bilingual unit teachers, principals and parents and a national conference; eight meetings of the Pasifika Advisory Group (PAG, previously called PERG) between 1997–2000, and 20 MOE led talanoa ako.

AIMHI was the first Schooling Improvement Project[78] and secondary schools with 15% or more Pasifika students were part of this project. These included eight schools in South Auckland and one in Porirua. The Pacific Vision conference was organised by MPIA and it was about creating a vision for the future of Pasifika peoples in Aotearoa New Zealand. SPECE conferences were run by the Pasifika unit to build understanding, skills and knowledge about ECE, sustainable quality and processes Pasifika ECE services required to meet licensing and chartering standards. PAG provided strong links between Pasifika peoples and the MOE and has been a significant group contributing to and advising the MOE on its Pasifika work.

A summary of the feedback from each of these talanoa ako is drawn together in Table 23 below showing that there were strong themes common across all of the talanoa ako.

[78] Schooling Improvement projects worked with clusters of schools to improve a variety of education issues. AIMHI was a schooling improvement initiative officially launched in 1995, made up of a cluster of nine decile 1 secondary schools with the highest percentage of Pasifika students. The primary aim of the initiative was to raise student achievement.

Table 23: Common themes Drawn from Talanoa ako 1997-2000

	Early Childhood Education	Compulsory Education	Tertiary Education	Education Sector-wide
Contextual Factors	• Understanding of legislation, documents and requirements from the MOE • Understanding the value of ECE and community aspirations • The importance of language and cultural maintenance • Access and affordability	• Access to technology • Bilingual education policies, resources • Role models, mentoring • Pasifika languages taught at all levels • Multiculturalism, diverse student backgrounds • Equity, equality of opportunities • Qualifications that enable direct entry into tertiary programmes	• TEO's lack of consultation with Pasifika • Career information available early • Barriers to participation • Information about different programmes • Issues of access and affordability • Fees and costs • Participation at low qualifications	• Impact of home contexts on education • Language, identity, culture, values count • Authoritarian structures, tending not to question, church, relationships are important • Population is young, diverse, complex and Auckland-based • High education aspirations • Parent support
Systemic Factors	• Planning • Funding, resourcing • Transitions from immersion ECE to mainstream schooling • Importance of Pasifika languages and culture • Parent engagement • Better use of moe resources eg TUPU series • Importance of relationships with parents and communities	• Monocultural systems, little targeting • Assessments, evaluation, achievement • English, ESOL • All teachers to be effective for Pasifika • More Pasifika teachers and progression to senior management • Leadership, governance • Attendance, truancy, suspensions • Reading recovery • Literacy and numeracy	• Consultation • Capacity, capability in leadership, governance and management • Recognition of prior learning • Partnerships and engagement • Targeted student support • Career advice early • Access, costs, barriers • Concentration on a few areas of study • Adult literacy	• Sustaining relationships across the system • System not delivering for Pasifika • Parents, communities not well informed • Parents have high trust in the education system to deliver success • Strong cultural and language maintenance • Fono with communities • Pasifika represented in positions of influence across the system
Structural Factors	• Educator's qualifications, working conditions • Financial planning • Programs that meet Pasifika expectations and aspirations, language and culture	• Home/school relationships • Career planning • No Pasifika schools • Lack of effective targeting • School organisation and management	• Transitions from senior secondary to tertiary, vocational education • Pasifika PTEs • Bridging programmes • Need to participate in a variety of disciplines	• Coordination, devolution, decentralisation • Understanding interventions, initiatives, types of schooling
Service Factors	• Language barriers • Affordability • Quality • Network of Pasifika services	• Reporting to parents • Pasifika representation on boards, whole board understanding of Pasifika • Bilingual policies • Differences between home and school	• Participation, retention • Student support • Research in best practice, what works • Participation in positions of influence, decision making	• Understanding the education system • Parent support, parent education • Equity, parent choices • Partnerships

5.4.3 Ngaahi fekumi (Literature Review)

A brief summary of ngaahi fekumi (literature review) available up to 2000 is provided here showing that some of the reasons given for low Pasifika participation and consequently low achievement have been persistent over time.

Ngaahi Fekumi (Literature Review) is grouped into the following broad areas

- Resourcing and funding issues – for provider and programme development (e.g. entry costs for early childhood education services);
- Resourcing issues for Pasifika families and students (e.g. access to computers);
- Expectations/perceptions – discrepancies between curriculum goals and expectations or perceptions held of Pasifika families and their contributions to education. Expectations include those of teachers, families and communities (Fergusson, Lloyd and Horwood, 1991; St George, 1983, Stoddard, 1988 both cited in Rubie-Davies, Hattie and Hamilton, 2006; Wagemaker, 1993);
- Achievement gaps widening over time (Wylie, Thompson, Lythe 1999);
- Supply/demand – limited supply of quality Pasifika ECE services/providers, limited supply of qualified Pasifika teachers and curriculum 'experts', for example the development of language curricula showed low language expertise available within some communities in Aotearoa New Zealand (Utumapu, 1992; Pasikale, 1996; Dickie, 1997);
- Transference of language skills across other languages (Benton, 1986; Holmes 1987 cited in Taumoefolau, Starks, Bell and Davis 2004); Cummins & Swain, 1986; Fairfairn-Dunlop, 1989;
- Literacy and numeracy (Gilmore, 1998; IEA Survey, 1990; Flockton and Crooks 1996);
- Schools internal capacity for change and learning, the power of school culture in school improvement, intelligent schools (Fink, 1998; Stoll, 1999; Myers, 1999);
- Information/communications – poor or ineffective communication between Pasifika communities, government and education providers;
- limited research/information on causes of gaps in participation, retention, engagement and achievement;
- Leadership/followership – limited Pasifika involvement in governance, management and planning within education providers, and effecting change (Fink, 1998; Myers, 1998);
- Capacity/capability – limited capacity in both services/providers and Pasifika communities to meet expected demand;
- Higher education is correlated with higher incomes (Maani, 1999); and
- Ineffective policies – some leading to removing some of the obvious barriers but more work is necessary to address underlying causes, policies needing to go deeper and be able to be tailored to different Pasifika ethnic populations.

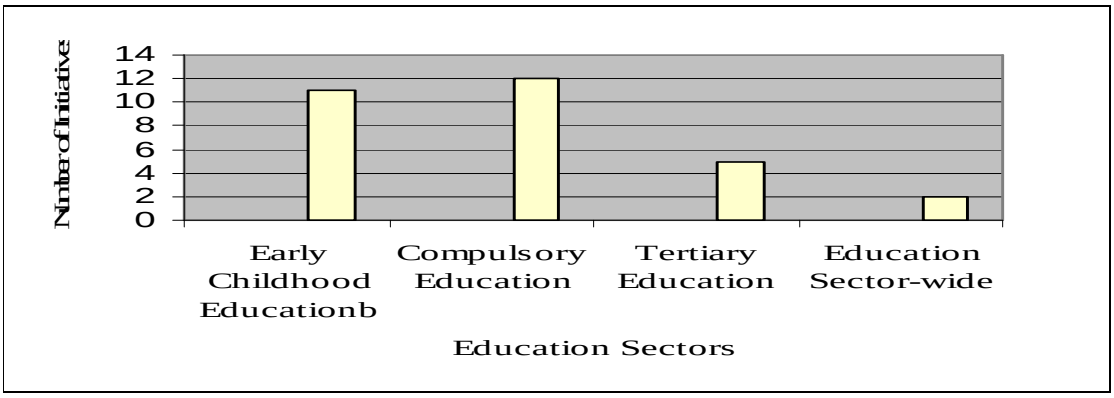
The key issues identified above point to areas that research and evidence were showing to be making a difference to achievement.

5.4.4 Ngaahi Ngāue (Policy Stocktake) 1997-2000

Compared to the policy stocktake taken back 1994-1996 (Section 3.5.3), this stocktake was much more positive as seen in the number of initiatives under way as a result of the work that was in place to meet the intentions of Ko e Ako ‘a e Kakai Pasifika. This stocktake is limited to the major Pasifika targeted policies, noting that some of these policies had several sub-projects. General policies while not included here, also impact on Pasifika students such as English for Speakers of Other languages (ESOL), Teen Parent programmes, Special Education, Information and Communications Technology (ICT), the Literacy and Numeracy Strategy, Schooling and Tertiary Strategies.

This stocktake identified 11 targeted policies in early childhood education, (up from three in the 1994-1996 stocktake), 12 in compulsory education (up from three), five in tertiary education (up from 1), and, two in education sector-wide, while down one from the 1994-1996 stocktake, this project had four initiatives within it. By this time, some of the projects that were previously unfunded by the MOE were being funded such as Anau Ako Pasifika, while others that were previously funded were no longer in place such as the Wellington Multicultural Education Resource Centre. The stocktake of funded targeted projects is shown in the graph below.

Figure 56: Ngaahi Ngāue (Policy Stocktake) 1997-2000



5.4.5 Triangulation and Analysis of Information using the Tolu‘i Founga (Development)

Analysis of the information gathered using the Tolu’i Founga (Development) showed a high level of consistency in the contextual, systemic, structural and sector specific

responses. The table below summarises the key issues drawn across the three approaches of talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake).

Table 24: Summary of Analysed Information Using Tolu'i Founga (Development)

Contextual factors	Systemic factors	Structural factors	Service/sector factors
• Pasifika population is young, diverse, more now born onshore • Strong identities, culture, languages and traditions • Strong links between resident populations and their home countries, - Niue, Tokelau and Cook Islands have more people in NZ than in their own countries • Low level labour market participation and impact on, home contexts • Parents placing high trust in schools to deliver quality education	• Mono cultural systems' inability to incorporate Pasifika knowledge, theories, methodologies and approaches • Provision of information about the education system • Understanding education regulation, legislation • Resourcing • Reliance on the system to deliver • Pasifika research and its contribution to policy development • Transitions across all level	• Limited strength of education provision with a strong Pasifika cultural identity, at the time restricted mainly to ECE and Private Training Establishments • Related issues around housing, health and other wider social issues impacting on education • Participation at decision making levels, leadership, governance and management • Language and cultural education and bilingual provision	• Low participation in ECE, vocational education and training and higher tertiary levels • Low school leaving qualifications • Effective teaching and high expectations • Strong literacy and numeracy foundations • Engagement and achievement • Parent involvement and school/home relationships • Literacy, numeracy and impact of low English language proficiency

The above analysis point to the need for consolidating the gains so far made. Some clear indicators for areas of focus included early childhood education[79]; effective teaching; Pasifika language curricula and resource development; participation, engagement and achievement across all sectors of education; the impact of home contexts and relationships with schools; participation across all curriculum areas: participation in higher levels of tertiary education; and foundation skills such as literacy and numeracy.

This analysis provided the basis for developing a comprehensive plan, as well as specifically addressing the GAPs strategy. Evidence on the gaps between participation, engagement and achievement between Pasifika populations and others were going to be central, weaving in the information analysed above by the Tolu'i Founga (Development) and progress from implementing Ko e Ako 'a e Kakai Pasifika.

[79] Early childhood education was and still is a relatively new innovation in the Pacific region, within the last 30-40 years if that. Running alongside is the Pasifika population's child rearing practices ("it takes a whole village to bring up a child" approach), where grandparents and the extended family play a significant role in bringing up children, making sure that children were adequately learning their place and role in the immediate and extended family.

5.4.5.1 Drafting the Suite of Pasifika Papers

Due to the comprehensive nature of the work required, decisions were made by the SMG to develop a suite of six papers to go to Cabinet addressing the Pasifika work programme from early childhood through to tertiary education. These papers were drafted by different groups within the MOE ranging from the Pasifika team, Learning Policy Frameworks, Teacher Supply and Tertiary Policy divisions. The Pasifika unit retained oversight over all papers to ensure coherency, Pasifika visibility and Pasifika being at the core of all papers.

It is important here to provide some insights into the intensity of the work that was happening during this period. Drafting the suite of Pasifika papers started in mid 2000 and continued until the papers were approved by the Minister of Education and put onto the Cabinet Committee on Closing the Gaps agenda on 21 August 2000, some eight months after the initial work and discussions began in January[80]. This showed that in many cases time was needed to get the analysts onto the same playing field in understanding Pasifika, and ensured that there was sufficient data to be able to identify, size and measure the gaps in participation, engagement and achievement. Looking at the whole education system was important to make sure there was fit and coherence across all sectors, for example, Pasifika early childhood education cannot be addressed in isolation to compulsory education or to tertiary education, or to parents, families and communities. Success for Pasifika was about looking at the whole education system, families and communities and government commitments.

Senior analysts from across the MOE held discussions about Pasifika education on a weekly basis, sometimes daily, to unpack and create more understanding about Pasifika education and come up with coherent proposals that were going to be sustainable and viable in the long term, and, improve outcomes. Drafting the six papers were not a linear approach, there were many iterations, some papers took more than 30/40 drafts to get right, with ongoing debates, conversations, discussions, and, understandable frustrations about wanting to make sure that the papers were right and within reasonable time frames, putting pressure on the drafters. When change was made to any of the papers, the whole or parts of

[80] This work started with the Prime Minister's speech at the opening of parliament in December 1999.

the process was repeated, revisited or revised, with quality assurance processes playing a vital role.

Papers were drafted and circulated for consultation across the MOE first before the MOE's GAPs Subcommittee would approve these papers to go out for consultation with education agencies, government departments such as Health, Social Welfare, Labour, Women's Affairs, Youth Affairs, Ministry of Pacific Island Affairs, Justice, and the core government departments of State Services Commission, Treasury and the Department of the Prime Minister and Cabinet. Parallel discussions and consultations were held with PAG, key Pasifika educationalists, researchers, principals and teachers, and senior secondary and tertiary students.

After all the consultations and reviews, the final suite of papers were approved by the MOE's GAPs Committee and were lodged with the Officials GAP Committee (OGAP) for final quality assurance, vetting and interrogation, which can be wide ranging from raising issues around funding, the education system's ability to deliver, possible gaps in the proposed solutions or wrong information being provided. The PMP and two Group Managers attended two of these meetings with the Secretary for Education and the PMP attending one meeting before OGAP was happy that the suite of Pasifika papers could be forwarded to the Minister of Education for final approval and lodging with the Department of the Prime Minister and Cabinet (DPMC) to go onto the Cabinet Committee's agenda. This high level of involvement by the MOE showed the seriousness and importance accorded this work.

MOE staff involved in these processes were also very positive about doing the Pasifika work, enjoyed the challenge and being able to think and view things through different lenses from their own, which were typically white middle class lenses and perspectives. This opportunity enabled staff to work and analyse issues through Pasifika lenses, alongside the Pasifika Team. The paper titles (and drafting division) were:

(i) Ko e Ako ʻa e Kakai Pasifika – Pacific Education Plan (Pasifika Team);
(ii) Pacific Early Childhood Services: Value and role in Increasing Participation and Achievement (Pasifika Team);
(iii) Increasing Participation and Achievement by Pacific Students in Mainstream Early

Childhood and Compulsory Education (Learning Policy Frameworks);

(iv) Pacific Peoples' Participation and Achievement in Tertiary Education and Training: An Overview (Tertiary Policy);

(v) Increasing Participation and Achievement of Pacific Peoples in Tertiary Education (Tertiary Policy);

(vi) Options for Enhancing Skills and Training for Pacific Peoples in Vocational Education and Training (Tertiary Policy).

A summary of each paper is shown in the table below highlighting the key drivers and issues.

Table 25: Papers Drafted

<table>
<tr><th>Early Childhood Education</th><th>Compulsory Education</th><th>Tertiary Education</th></tr>
<tr><td colspan="3">(i) Ko e Ako ‘a e Kakai Pasifika – Pacific Education Plan
This paper was the core paper where discussions were made about the state of Pasifika education, progress to date and draws together all the recommendations from all the other papers.</td></tr>
<tr><td>(ii) Pacific Early Childhood Services: Value and role in Increasing Participation and Achievement</td><td></td><td rowspan="2">(iv) Pacific Peoples' Participation and Achievement in Tertiary Education and Training: An Overview;
(v) Increasing Participation and Achievement of Pacific Peoples in Tertiary Education
(vi) Options for Enhancing Skills and Training for Pasifika peoples in Vocational Education and Training.</td></tr>
<tr><td colspan="2">(iii) Increasing participation and achievement by Pacific students in mainstream early childhood and compulsory education</td></tr>
<tr><td colspan="3">Issues</td></tr>
<tr><td>• Gaps in participation and quality
• Infrastructure, viability and sustainability.
• Intensive work over a longer period of time
• Qualified educators
• Access and affordability, costs such as transport and fees
• Information on the value early childhood education
• Network of services and their locations, closer to families
• Language and culture
• Aging ECE Pasifika workforce, in 2001 20% were between ages 40 and 50 and 65% were above 50
• Governance and management</td><td>• Transition between ECE and compulsory education
• Low academic achievement
• Assessments, evaluation
• Effective teachers for Pasifika
• Pasifika parents have high trust in schools to deliver success
• Expectations of Pasifika students
• Schools communicating honestly, regular contact and reporting to parents
• Pasifika teachers and progression to senior management
• Pasifika representation on school boards, whole board understanding of Pasifika
• Curriculum and school resourcing
• Pasifika role models, mentors
• Bilingual policies, resources
• Pasifika languages at all levels
• Monocultural systems against multicultural and diverse students</td><td>• Transitions from senior secondary to tertiary, vocational education
• Low Pasifika participation and achievement partly due to impact of academic achievement at secondary school
• Pasifika students' low capacity to draw upon family or other private resources for funding to cover tertiary costs.
• Access, costs, participation, retention, completions, quality and achievement.
• Lack of information about Pasifika students in tertiary
• Employment outcomes
• Second chance education and bridging opportunities
• Lack of consultation by tertiary education institutes</td></tr>
</table>

Table 25: Papers Drafted

Early Childhood Education	Compulsory Education	Tertiary Education
• Planning and resourcing • Transitions from Pasifika immersion ECE to mainstream schooling, or non participating children • Understanding of legislation, regulations, documents and moe requirements • Parent engagement • Language barriers	• Literacy and numeracy, English proficiency, ESOL, reading recovery • School leadership, governance and management • Attendance, engagement, truancy, suspensions • Career planning early • No Pasifika schools and lack of effective targeting of initiatives • Better use of resources eg TUPU series	• Information about different programmes to be accessible • Capacity, capability in leadership, governance and management • Recognition of prior learning • Partnerships between providers and communities • Targeted student support • Concentration of enrolment in a few areas • Adult literacy • Pasifika PTEs • Research in best practice
Solutions		
• Resourcing to address capital, learning needs, cost barriers to participation and quality • Pasifika best practice in the homes, ECE services and transition to schooling • Qualified educators • Support for licence-exempt Pasifika ECE services	• School/community liaison • Increasing the number and proportion of Pasifika teachers in schools, would create more understanding and responsiveness to Pasifika contexts, helping to refine teaching strategies. • Pasifika teachers as role models for students • Pasifika language curriculum, resources, and available teachers	• Better and early career information • Addressing participation, retention and completions • Information to students, families and communities • Incentives to tertiary providers for Pasifika student success

Analysis across all six papers began to identify the main areas where government policy changes were most likely be made. These were increasing participation in quality early childhood education services; promoting more effective teaching with Pasifika students; increasing the supply of qualified Pasifika teachers across the system; improving English language proficiency for Pasifika students to support student learning and effective teaching; and, building capacity within Pasifika communities to support effective teaching.

These though, will necessitate establishing and reinforcing high expectations that Pasifika students can achieve as well as the rest of the population across all sectors of education. In order to make sure that progress was effectively monitored, baseline information on Pasifika participation and achievement had to be made available to check progress against, alongside evidence on what works in raising participation and achievement also being available. The education system is large, bureaucratic and complex and raising urgency and priority for Pasifika across the education sector, government agencies, families and

communities required coordinated, deliberate, focused and urgent effort. The education sector also needed to better understand Pasifika contexts and their impact on teaching and learning. Many of these efforts were likely to be achieved when education leadership were committed and focused on pedagogy, and ways of supporting students and parents to focus on learning.

5.4.6 Cabinet Approval and Public Release

Drafting the six papers saw the biggest engagement by MOE officials at the time on Pasifika education, with all papers being processed similarly, starting with discussions and drafting, consultations (including the PAG), quality assurance processes, briefings and approvals by the MOE GAPs committee, discussions with the GAP Officials' committee (OGAP), and briefing ministers. Once the papers were approved by the Minister of Education, his office lodged them on the agenda for the next meeting the Cabinet Committee on Closing the Gaps for the Minister of Education to present at the Cabinet Committee meeting.

The suite of six papers on Ko e Ako 'a e Kakai Pasifika – Pacific Education Plan was on the Cabinet Committee's[81] agenda on the 21 August 2000, and were finally discussed on the 30 August. At the end of the Cabinet Committee's discussion of the six papers, the Minister of Education came out and informed the Secretary for Education and the PMP, who were waiting outside the Cabinet office[82], that the Cabinet Committee had approved all six papers then he went back into the meeting. This was a huge success for Pasifika education, and back at the office, the Secretary for Education informed Group Managers and the PMP informed the key writers, their managers and the Pasifika team.

At this stage the decision was still confidential because another key step in the process was not happening until the following Monday 4 September 2000. That was when the full Cabinet met to confirm decisions made by Cabinet Committees. At the end of this meeting,

[81] The Cabinet Committee on Closing the Gaps met every week to discuss relevant papers from across the public sector. When Ko e Ako 'a e Pasifika papers got onto the Cabinet Committee's agenda, the Secretary for Education and the PMP sat outside the Cabinet Committee meeting room, usual practice should there be a need for officials to provide more information or clarification on any of the papers. The Pasifika education papers were finally discussed on the third week following them being on the Cabinet Committee's agenda.

[82] This is usual practice should any clarification be needed by the committee.

the Minister of Education's private secretary rang the PMP to say that Cabinet had confirmed the Cabinet Committee's decisions. A couple of days later the Cabinet minute arrived with the decisions, this was the ultimate confirmation. The Cabinet minute noted that:

> on 3 May 2000, the Cabinet Committee on Closing the Gaps (GAP) invited the Minister of Education to arrange for the second Ko e Ako 'a e Kakai Pasifika plan to be updated to reflect the priorities identified by the Government [and] noted that education alone cannot meet the Pacific education goals, and that social and economic policies contribute to ensuring that Pacific peoples enjoy increased participation and achievement in education [It also] noted that the goals set out [in the Plan] have been informed by consultations with Pacific communities, fono, Government Members of Parliament and key Pacific educators. (Cabinet, 2000, p.2)

The first part of the above Cabinet Minute showed the authorising environment's decisions to invite the Minister of Education to make sure that the revised Ko e Ako 'a e Kakai Pasifika reflected the government's GAPs priorities, noting that social and economic policies have important contributions to make towards achieving the education goals. The authorising environments' approval of Ko e Ako 'a e Kakai Pasifika - Pacific Education Plan brought priority and importance to the Pasifika education work.

Cabinet's agreement was also significant in that this was the first Pasifika strategy from a government department that this Cabinet had approved, and, in terms of the MOE this approval was given before any of the sector strategies were approved, such as the Early Childhood Education Strategic Plan, the Schooling Strategy and the Tertiary Education Strategy. Cabinet also:

> agreed that the overarching goal in early childhood education should be a focus on increasing participation, with a strong secondary focus on improving the quality of Pacific early childhood services …
>
> agreed that the overarching goal for compulsory schooling should be a focus on increasing achievement, particularly in early literacy and numeracy, attainment of school qualifications …
>
> agreed that the overarching goal for tertiary education should be a focus on increasing participation and achievement, with a strong secondary focus on improving retention and encouraging higher levels of study…

> agreed that the overarching goal across the education sector is to increase the quality of information available to Pacific communities and to strengthen networks supporting Ko e Ako ‘a e Kakai Pasifika. (Cabinet, 2000, pp. 2-11)

Each focus area had sub-goals and targets that were also agreed to and Cabinet also directed the MOE to facilitate a series of talanoa ako with Pasifika education stakeholders to make sure there was agreement with the goals of the plan before it was publicly released. Pre launch talanoa ako were organised and held with Pasifika communities in Wellington (19 September, 2000), Auckland (20 September, 2000), and Christchurch (28 September 2000). The PMP also used other opportunities that were available around the same time when she was invited as guest speaker at conferences of various organisations such as Komiti Pasifika (NZEI), Auckland (13 September); Komiti Pasifika (PPTA), Auckland (22 September); SAASIA, Samoan Early Childhood Council conference in Christchurch (29 September); and combined church meetings in Auckland (30 September), as further opportunities meeting the pre-launch requirements. There was support all round for the plan.

Once done, it was time to prepare the plan for publication and launching. Before the launch, the Minister of Education wanted a new name for Ko e Ako ‘a e Kakai Pasifika, and the MOE offered the title Pasifika Education Plan (Ministry of Education, 2001b) to which the Minister of Education agreed. In the plan’s foreword the Minister of Education said that:

> I want an education system that lets Pacific children in New Zealand grow up with the same opportunities as all other New Zealand children … The Government is committed to reducing disparities and improving the well being of Pacific peoples in the New Zealand education system … We need to increase Pacific achievement in all areas of education through increasing participation, improving retention and focusing on effective teaching strategies. (Ministry of Education, 2001b, p. 1)

In his message in the plan, the Secretary for Education wrote:

> The Pasifika Education Plan provides a coherent and integrated approach to coordinating all policies which aim to improve education outcomes for Pacific peoples: provides a platform for more strategic analysis of factors limiting education achievement; more effective and focused engagement with Pacific educators and communities; recognises that what goes on in Pacific families has a profound impact on education outcomes; strengthens the relationships between education, employment, health, welfare, housing and other social services;

> provides opportunities for Pacific peoples to understand and access policy. (Ministry of Education, 2001b, p. 2)

In Auckland the plan was launched at the Pasifika Nations Educators Association's Conference held at the Waipuna Hotel, 12 April 2001. The second launch was held in Wellington (26 April) and the third launch was held at the Akoteu Kaha'u Ola Early Childhood Education Centre in Christchurch (1 June), in celebration of this Tongan early childhood education centre receiving its full licence and charter. Launching the plan in three cities enabled more of the Pasifika communities to participate in this milestone event in the history of Pasifika education in Aotearoa New Zealand.

5.4.6.1 Narrative Six: the Minister of Education launches the Pasifika Education Plan

The narrative below has been taken from the Minister of Education's speech at the launch of the Pasifika Education Plan 2001–2006 in Lower Hutt Wellington. This was the second of three launches of the plan, highlighting the significance of the event which Pasifika communities were very positive about, and, the start of an important journey for the MOE as well as for Pasifika communities.

Narrative 6: The Minster of Education launches the Pasifika Education Plan, Wellington, 26 April 2001.

Kia Orana, Ni Sa Bula, Taloha ni, Fakaalofa Atu, Halo Olaketa, Ia Orana, Kia Ora, Talofa Lava, Mālō e lelei. Warm Pacific Greetings!

It is an honour and a pleasure to be here today … I want to outline the Pasifika Education Plan that we first revealed in Auckland a couple of weeks ago … we must start off by recognising that the playing field is not even. … education is a major tool for reducing disparities … the one-size-fits-all approach doesn't work. We must be bold in developing solutions that are going to provide all children with the opportunity to fulfil their potential … These are long term solutions. We cannot expect results overnight, but I believe we have made a good start …

A report on the implementation of the Pasifika Education Plan will be published annually and we will continue to find better ways of making sure the Pasifika Education Plan is appropriate and responsive to Pacific education aspirations.

For Early Childhood Education, our focus within the Pasifika Education Plan is on increasing participation and improving the quality of Pacific ECE services. Within that goal:

- We want to recruit at least 400 extra three and four year olds into early childhood education services annually;
- We want to license and charter at least 15 new Pacific ECE centres annually;
- We want to increase the discretionary grants scheme;
- We want to increase opportunities for Pacific peoples to gain ECE qualifications by developing the

Pacific ECE unit standards to be registered at level 7 on the NQF.

For Compulsory Education, our focus is on literacy and numeracy, getting good school qualifications and reducing at-risk factors ... we will work with Pacific families, students, communities, and schools to raise expectation for Pacific students' achievement ... It is crucial to the overall success of the Pasifika Education Plan that fewer Pacific students leave school with no qualifications. ... initiatives to help us meet that goal ... like our study support centres and work we are doing to encourage effective teaching ... We must do more work with teachers to equip them with the skills to effectively teach Pacific students. And of course, we are constantly on the look out for your brightest and best students to encourage them into the teaching profession.

For Tertiary Education the Pasifika Education Plan focuses on increasing participation and achievement, improving retention and encouraging higher levels of study. ... By 2006, we want that number increased to more than 6% of tertiary enrolments and graduates ... a higher proportion of those students to be studying at a degree or post graduate level. In order to achieve that, we must first identify the barriers that are keeping your young people away.

This year, public tertiary institutions have been funded to improve their responsiveness to Pacific students. There is also a requirement on them to share ideas that work.

Within the Plan, there are also sector wide goals aimed at success. These are focused around our understanding that as a Government, we can't do it alone. In order for Pacific peoples to achieve in education, we must work in partnership at all levels.

I'd like to finish with this thought. You have come here today because you have a passion for improving educational outcomes for Pacific peoples. I pledge to work with you to realise that dream. But it is not only your people who will benefit. Society as a whole will gain. We will all benefit through better social, educational and economic outcomes for Pacific peoples.

Thank you.

Minister of Education, 2001, 26 April 3pm

5.4.6.2 Fatu‘anga Kakala (Strategic Value)

The tool Fatu‘anga Kakala (Strategic Value) is used to look back at whether the six Cabinet papers of the plan met all requirements of authorising environments and helped to create public value.

Discussions on drafting these six Cabinet papers were included in Section 5.4.5.1 above. These showed the importance of making sure that evidence was drawn together in a coherent way, that Pasifika was at the centre of the analysis and drafting, and that a Pasifika strategy was going to be valued by government, the education sector and Pasifika peoples.

Table 26: Fatu'anga Kakala (Strategic Value)

Kakala Methodology	Strategic Triangle and Public Value Chain			
		Organisational Capability	Authorising Environment	Public Value
	Toli	• Talanoa ako • Ngaahi fekumi (literature review) • Ngaahi ngāue (policy stocktake)	• Government agencies • Pasifika communities	• Gathering right information • Approval of the plan
	Tui	• Facilitating debates • Analysis of information, sizing the gaps • Drafting strategies	• Internal MOE agreements • OGAP and DPMC processes • Briefings to Minister	• Analysis of information • Pasifika voices provided through PAG • Plan to raise Pasifika achievement
	Luva	• Organising launch of plan in three cities • Launch briefings to Strategic Management Group and Ministers	• Cabinet agreement • Public Release	• PAG involvement in launch • Symbolically handed over of plan to parents, families, communities, and education sector for implementation •

The table above shows that the papers met the requirements of both the kakala methodology and the strategic triangle and public value chain, brought together in the Kakala (Strategic Value) tool.

5.4.7 CASE STUDY TWO: Developing the National Diploma in Teaching (Early Childhood Education, Pasifika), at Level 7 of the National Qualifications Framework.

This case study covers a period of five years from initial concept design in 1998 through to the registration of the qualification on the National Qualifications Framework (NQF) on the 9 December 2002. The lengthy development phase was due to the MOE wanting to make sure that a quality product was developed, and in full consultation with Pasifika communities. This case spans two plans showing the iterative nature of the plans and the work streams within them.

Quality standards had to be met such as those required by the authorising environments of the NZ Qualifications Authority (NZQA) and the NZ Teachers Council (NZTC) whose boards approve qualifications to be registered on the NQF and approve programmes for

pre-service teacher education respectively. However, before those approvals were granted, the unit standards based qualifications had to gain tertiary institutions own approval processes eg. New Zealand Polytechnics Principals Council (NZPPC), Committee on University Academic Programme (CUAP), Colleges of Education Advisory Council (CEAC) and University Vice Chancellors Committee (VCC), and the contracted tertiary providers (the Auckland University of Technology and the Te Tari Puna Ora NZ Childcare Association). Finally when all approvals were gained, to apply for special dispensation from the Minister of Tertiary Education to enable the two providers to offer and teach the developed programmes, because there was a moratorium on new teacher education qualifications being offered at the time.

During talanoa ako on this work a number of early childhood educators and tertiary providers were not at all supportive of a unit standards-based qualification. However, the MOE was always certain that this programme would help to provide another pathway for Pasifika peoples to get ECE qualifications alongside those programmes and qualifications already available; that a unit standards-based programme could be offered across the country by any provider that could develop teaching programmes to meet those standards; that decisions on the quality of the programmes rested with responsible approval bodies such as the NZQA and the NZTC, whose functions were clearly visible, transparent and independent from the MOE managing the qualifications development process.

There continues to be a need for more qualified Pasifika ECE educators to ensure that Pasifika children have the best possible start to their learning. The case below highlights the processes used by the MOE in managing this development.

CASE STUDY 2: National Diploma in Teaching (Early Childhood Education, Pasifika) Level 7

Introduction
The Pasifika Education Plan's focus on increasing participation and improving the quality of Pasifika ECE services meant having enough qualified educators to realise this focus. Identified at the time was a shortage of Pasifika ECE teachers with a Diploma of Teaching (ECE). This initiative aimed to increase the number of ECE teacher education programmes with a Pasifika focus, so more Pasifika people can become qualified, registered teachers. The MOE engaged a community-based provider to act as project co-ordinator working with the Pasifika community.

There was extensive consultation with professional leaders in early childhood education, Pasifika specialists and extensive nationwide consultation with Pasifika communities to ensure the unit

standards reflected their values and aspirations. The developed unit standards were then subjected to several rounds of detailed and lengthy evaluation and compliance checks by the NZQA, to meet quality assurance processes before final approval for registration on the NQF.

Contexts

The project began in 1998 with a scoping paper from the Pasifika team for MOE and NZQA management recommending that this work would be a priority to meet the goals of the Pasifika Education Plan. Consultation with Pasifika communities in 2000 identified the need for an early childhood teacher education programme that was available nationally, had Pasifika community involvement, was reflective of Pasifika values and aspirations, had high quality standards and can be offered by multiple providers to meet diverse needs.

Tertiary providers were already offering centre-based, distance and fulltime teacher education programmes to prepare qualified ECE teachers for the sector. NZQA is responsible for the National Qualifications Framework (NQF) and the Teachers council for quality teacher standards and profiles.

Practices

Both research by the MOE and evidence from the Pasifika ECE sector showed that one of the major issues facing Pasifika ECE centres was low qualifications and consequently low wages and salaries paid to staff. Often staff wages were the first to be cut or not paid when budgetary pressures arise and there is a general lack of job descriptions and performance appraisal systems in place.

Funding for this project was allocated in the Government's Budget 2001/02 and 03/04 and it had multiple phases including consultation, setting up an Advisory Group, writing of the Unit Standards and National Diploma, and selection of a provider to design, develop and deliver the programme.

A Steering Group was established to oversee the project, led by the MOE through the PMP, with representatives from NZQA and MPIA. The NZTC provided information and advice about its role where appropriate but was not involved so as not to prejudice or pre-empt the approval process that any developed programme would need to undertake. The Steering Group was supported by a Quality and Monitoring Group (QAM), its main roles were to assist the Steering Group through quality assurance and disseminate information to Pasifika communities and ECE stakeholders where necessary.

This project was:

- New, challenging and exciting - ground breaking for Pasifika at the time;
- Supported by a Steering Group of agencies and had Government funding to make sure the report was achieved - all agencies had also devoted time, effort and funded their own costs for participating in this project;
- Meeting the diverse Pasifika needs for a qualification to be available nationwide. The Pasifika communities views were that one provider could not meet these diverse needs was largely what drove the Unit Standards model;
- To provide one of a number of pathways for Pasifika peoples to gain a Diploma of Teaching (ECE) and become registered teachers. There were already other pathways available for teachers to gain qualifications and teacher registration. This will add to those available.
- Supported by Pasifika communities through on-going consultation; and,
- Closely linked to Ngā Huarahi Arataki, the ECE Strategy, particularly the quality goal and the focus on increased numbers of registered teachers.

Talanoa ako with Pasifika communities

- Pasifika communities were involved with this project from the beginning, to realise Pasifika communities' desire for a teacher education programme that was developed with them (not for them), of high quality standards reflecting Pasifika values and aspirations;

- A total of 77 consultation meetings were held from Whangarei to Invercargill, with over 700 ECE participants. Alongside the consultations were direct mail outs and articles included in Talanoa Ako: Pacific Education Talk (the MOE's newsletter for Pasifika Education), local Pasifika radio programmes and other Pasifika fono and meetings; and
- Key requisites for successful Pasifika consultation include approaching the process with a genuinely open mind, sharing information openly, allowing enough time, explaining final decisions and outcomes, being clear about what was possible and what was not negotiable, and providing feed back to communities.

Rationale for a Unit Standards based approach

The Unit Standards based approach was chosen by the MOE to best meet Pasifika communities' requirements for a programme to be offered nationwide as well as best able to reflect the diversity of Pasifika cultures and values. Pasifika communities did not want one programme from one provider, which would not meet the diversity of needs required. It helped overcome difficulties in intellectual property if another provider wished to offer the National Diploma. The project was well suited to the NQF as there was:

- Client or stakeholder need for national standards;
- Existing national standards that could be linked into this development;
- Co-ordinated development and implementation by national stakeholders;
- Value in a national database of achievement; and,
- A need for a variety of learning pathways.

The Unit Standards and the National Diploma do not make up the programme. They do not constitute a programme or course of teaching and/or learning in Pasifika early childhood education. Teacher education programmes for Pasifika early childhood education based on this qualification should be designed to provide high quality early childhood education teacher preparation; be appropriately balanced in terms of curriculum, assessment and pedagogy, and prepare graduates for teacher registration according to NZTC guidelines for approval of teacher education programmes.

Diploma against a Degree

Analysis of the best way of delivering a programme that met the needs of the Pasifika communities was identified through the consultation and the decision was made to develop the Diploma qualification after carefully weighing up the options. The overriding factor leading to the development of a National Diploma were the realities of the existing Pasifika teacher supply situation and the low number of qualified Pasifika early childhood teachers. The consultation and MOE teacher supply analysis showed that Pasifika staff were struggling with the requirement to upgrade qualifications to the Diploma standard and the requirements and contemplation of a Degree are likely to be a barrier. As a result of these considerations, the National Diploma's placement at level 7 is almost comparable to a Degree, thus allowing graduates to easily staircase into a Degree if desired. Accordingly, the National Diploma consists of 360 credits with a minimum of 80 credits at level 7 and a maximum of 48 below level 4.

Timelines for the project

The Steering Group agreed to making sure that all requirements were met to begin offering the programme by July 2003, of paramount concern was the quality of the programme to be delivered and that if a high quality programme was unable to be designed, developed and delivered within this timeframe then quality would not be sacrificed to meet timelines.

Approval process for the programme

The standards had to meet the requirements of all approval bodies such as the NZTC, NZQA and the Institutions own approval body eg. NZPPC, CUAP, CEAC and NZVCC.

The National Diploma in Teaching (Early Childhood Education, Pasifika) (Level 7) was developed using new and existing Unit Standards on the NQF. It was made up of a range of compulsory and elective Unit Standards that address the early childhood education, teaching and learning guidelines of Te Whāriki and the Desirable Objectives and Practices while respecting

flexible programme choice and autonomy for local providers and students. Teacher education programmes based on this qualification should be designed to provide high quality early childhood education teacher preparation, be appropriately balanced in terms of curriculum, assessment and pedagogy, and prepare graduates for teacher registration according to the NZTC guidelines.

Holders of this qualification were expected to be able to demonstrate:

- the generic satisfactory teacher dimensions required by the NZTC for teacher registration;
- knowledge and skills in the Pasifika Early Childhood Education domains of curriculum, professional development and family and communities; and
- the knowledge, skills and attributes associated with the promotion and maintenance of Pasifika community structure and protocols, language and traditional practices that encompass the cultural diversity of the major Pasifika groups living in Aotearoa New Zealand.

Achievements

The National Diploma in Teaching (Early Childhood Education, Pasifika) Level 7 was registered on the NQF on 9 December 2002 with a total of 360 credits. This provided a pathway that is reflective of Pasifika cultures and values.

Two providers have offered programmes, the Auckland University of Technology (AUT) since the second semester of 2003 and Te Tari Puna Ora, New Zealand Childhood Association (NZCA) since 2004.

Conclusions

AUT and NZCA were still offering the National Diploma in Teaching (Early Childhood Education, Pasifika) Level 7 in 2009 and both have stair cased these programmes into their degree and postgraduate programmes. A number of Pasifika peoples have gained their ECE qualifications and become registered early childhood educators. The Unit Standards for the qualification were reviewed in 2007/08 and is available in the NQF.

5.4.8 Progress from Implementing the Pasifika Education Plan

The 2004 monitoring report showed that overall progress was being made in the right directions, upwards though there remained significant distances between Pasifika and the rest of the population. The plan's participation targets showed more improvements compared to achievement targets, and these therefore required continued commitment. Overall, Pasifika students continue to achieve at a lower rate than other students. Key highlights showed that in early childhood education there were increases in Pasifika participation, TeachNZ scholarship uptake and in the number of licensed and chartered Pasifika ECE centres. By 2004 the Pasifika participation rate in early childhood education was at 83% compared to the overall participation of 94% for the rest of the population. There were 96 licensed and chartered Pasifika ECE services with approximately 20% of Pasifika ECE enrolments, another 20% were enrolled in Pasifika license-exempt services

and the remaining 60% enrolled in mainstream services mainly kindergartens and education and care services.

In compulsory education achievement was noted in pockets of primary school literacy. In primary schools all literacy measures showed Pasifika at the lowest achievement levels such as National Education Monitoring Project (NEMP) 2001, 2002, and 2003 (Years 4, 8) Reading and Speaking - Year 4 & Year 8 where Pasifika students performed much lower compared to the national mean. Progress in International Reading Literacy Study (PIRLS) (Year 5) Reading results showed that Pasifika students made up a large proportion of the lowest achievers. English for Speakers of Other Languages (ESOL), after 12 terms of ESOL support, approximately a third of students did not improve English language skills to expected levels. The same trends were shown in the Trends in International Mathematics and Science Study (TIMSS), in mathematics and science, Pasifika students performed much lower levels compared to other students. However, the Numeracy Project was beginning to show gains for all students though gaps in achievement remained.

The secondary sector showed that in the Programme for International Student Assessment (PISA), Year 11 Pasifika girls, multi-ethnic students, those who were born in Aotearoa New Zealand or those who usually speak English at home were less likely to be low achievers in reading literacy. Progress had been made in secondary school leaver qualifications. The National Certificate in Educational Achievement (NCEA), Years 11, 12, 13 results for 2004 showed that 14% of Pasifika school leavers gained UE or higher (42 or more credits at Level 3, , UE or higher) and 15.9% of Pasifika school leavers had little or no formal attainment. Negatively, the Pasifika suspension rate increased by over 32% between 2000-2004[83]. Samoan in the NZ Curriculum guidelines had been available in schools since 1996 and 2004 saw the release of the Cook Islands Māori in the NZ Curriculum. NCEA results for students sitting Samoan and Cook Island Māori unit standards continued to improve.

In the tertiary sector participation had increased but was concentrated mainly at the lower levels of tertiary education, with low Pasifika participation, relative to other ethnic groups,

[83] Comparatively, the total Pasifika student population increased by over 13 percent in the same period.

in degree and post-graduate levels, in Modern Apprenticeships and at the higher levels of industry training. The Pasifika completion rate was the lowest of all the major ethnic groups at 42% in 2003.

In the education sector-wide area, the provision of information and communications with Pasifika communities have increased, research projects have been completed or were progressing and external and internal networks have been strengthened to support the plan's implementation. Pasifika communications initiatives included Talanoa ako – Pacific Education Talk news magazine, Pasifika web pages, community radio programmes and face to face engagements through talanoa ako (fono). The Ministry was also working in specific activities across the Pacific region fulfilling international commitments to Samoa, Niue and Tokelau, with ministerial involvement in the Pacific Forum Education Ministers' meeting (FEdMM) and the implementation of their regional Pacific Basic Education Plan.

PART THREE

5.5 PASIFIKA EDUCATION PLAN 2006–2010
Accelerating Pasifika achievement is everyone's responsibility

Work on the Pasifika Education Plan 2006–2010 began in 2005 building on the release of the 2004 Monitoring Report. By this time evidence was showing that there were benefits in engaging parents, families and communities in education,

> … family influences account for between 40-65% of the variance in outcomes .. Families and communities have key roles and in partnership with quality teaching, they become the most influential point of leverage on student outcomes. (Alton-Lee, 2003, p. 2)

It was also important that public services understand the client groups for whom policies are being developed to make sure the policies are effective and of good quality.

> High quality public services depend on departments designing and implementing cost effective policies … [p 1] … Departments also need to understand the characteristics of the client group which policies are intended to benefit by consulting all those who have something to gain or lose from a policy. [p 8] (Bourn, 2001, p. 1; p. 8)

These findings added weight to the value and importance of working with Pasifika communities.

5.5.1 Talanoa Ako 2001-2005

The talanoa ako series and Pasifika Advisory Group (PAG) meetings held between 2001 and 2005 (inclusive) contributed towards the review and development of the Pasifika Education Plan 2006-2010. Twenty seven (27) talanoa ako were held across the country during the 2001–2005 period with more than 10,000 participants (from 2000 onwards an average of 2500 people attended the talanoa ako series each year). Some of these talanoa ako were dedicated conversations with young people.

While the talanoa ako format was similar to previous ones, there were refinements over the years. The 2001 talanoa ako series were held with members of the Community Reference Groups (CRGs), a group organised by the Ministry of Pacific Island Affairs as part of its

Capacity Building Programmes of Action. All education agencies[84] were involved in this series of talanoa ako, including their chief executives speaking alongside the Secretary for Education. This format was changed for 2002 and has been retained over the years because it was important to hold more focused discussions on the work of the MOE. This meant that there was one speaker, the Secretary for Education with the PMP summing up at the end. A multimedia presentation became part of the Secretary for Education's presentation from 2003 onwards, raising the standard even higher.

From 2004 more focused questions were prepared to encourage deeper workshop discussions and by 2005, following advice from PAG, MCs and skits were included in that year's talanoa ako series[85] including selected speakers on the Pasifika World, the Kiwi World and the Global World. Follow-up was important to the integrity of the talanoa ako process, important in making sure that there was accountability and responsiveness immediately after the series were completed.

Summaries of analysed information drawn from the talanoa ako series and PAG meetings from 2001–2005 are included in the table below.

[84] Education Review Office, Careers Services, Skill NZ, Early Childhood Development, NZ Qualifications Authority, NZ Teachers Council and Specialist Education Services.

[85] The Secretary for Education and the PMP would agree on the talanoa ako theme, workshop questions and dates before the end of the previous year to make sure that these dates were booked early and that planning can get underway.

Table 27: Common Themes Drawn from Talanoa Ako and Pasifika Advisory Group meetings 2001–2005

	Early childhood education	Compulsory education	Tertiary education	Education Sector Wide
Contextual Factors	• Participation, access, funding • Language, culture, identity • Licensees' knowledge of ECE • Parents and family support for ECE • Church values • Increased awareness of the value of ECE and transitions to schooling • ECE is key and need to identify barriers sooner	• Language, culture • Home/school liaison • Parents understanding the education system • Transitions from immersion ECE services to schooling • Role models • Student' self esteem, value heritage language and culture • Behaviour issues • Schools to value Pasifika students cultures and identities	• Culture and language • Transitions to higher education and/or workforce • Need more family support • Tertiary Education Institutions (TEI) partnerships with schools • Students' committed, disciplined and responsible for own learning, creating a culture of success amongst peers	• Network with community, parents and church • Value of face to face engagement through talanoa ako, MOE to be more consultative • Parents engaged in learning not just sports and culture, support students more through less pressure through fa'alavelave and church activities • Parents to spend time talking with their children • Need to move from consultation to action
Systemic Factors	• Equity funding • Educators qualifications and professional development • Quality of teaching, child centred programmes and safe environments • Staffing - salaries • Licensing and chartering processes and information • Importance of early literacy skills in Samoan and other Pasifika languages	• Pasifika Social Workers and support staff in schools • Pasifika language and cultures in schools, bilingual education • Literacy and numeracy strategies to be effective for Pasifika learners • School planning and reporting to focus on Pasifika students • Providing career information early • Majority of palangi teachers are not aware of Pasifika values, contexts • Achievement is important • Representation on BOT and training	• More career expos • Access • Scholarships • Targeted Pasifika tertiary meetings • Student support, retention, completions, progressions, high drop out rates, bridging programmes and stair-casing • Role models, tutors and mentors • Participation in low level tertiary qualifications • Specific research on teaching and learning for Pasifika students • Learning is a life-long process	• Language classes in communities • Effective relationships between ECE, schools, tertiary, education providers and Pasifika peoples • Pasifika specific data across the education system • Resources eg transport • Achievement outcomes • Representation and co-ordination of MOE's work in national and regional offices, and with other government agencies • Leadership and management attitudes to Pasifika • Pasifika issues to considered across the education system

Table 27: Common Themes Drawn from Talanoa Ako and Pasifika Advisory Group meetings 2001–2005

	Early childhood education	Compulsory education	Tertiary education	Education Sector Wide
Structural Factors	• Quality provision in Pasifika and mainstream ECE • Resources • Number of Pasifika services • Costs and financial planning • Access • Transitions from immersion to early schooling • Research	• Effective teachers for Pasifika • Professional Development • Pasifika language curriculum and resources such as Learning Media to be used more effectively • Curriculum and assessment tools • More Pasifika teachers in the education workforce • Pasifika values and knowledges in the curriculum • Pasifika cultural competencies for all teachers • Set up Pasifika schools	• Qualifications and achievement at higher levels • Research, innovations from diverse perspectives • Tertiary fees, student loans • More Pasifika teachers • Pasifika Private Training Establishments (PTE) • Tertiary leadership, governance, management • More research about what works eg Best Evidence Synthesis reports • Pedagogy to include Pasifika knowledges	• MOE Structure - Pasifika coordinators in all regional offices • Pasifika at decision making levels across the system • Information to be provided through appropriate media • Policy development to be inclusive of Pasifika • Concerns for boys education • Importance of literacy and numeracy skills, foundations skills for learning across all sectors • Parents understanding the qualifications system
Service Factors	• Increased awareness of the value of ECE and transitions to schooling • Staffing - salaries • Costs and financial planning	• Honest feedback on student's progress • Effective teachers are motivated, passionate, non judgemental, believe in students, care, have a range of teaching strategies, and have high expectations • Timetable issues	• Role models • Value and understand students diversities	• Schools to report and provide information on programmes to parents • Communications to parents to use all media • PAG to provide Pasifika perspective, not rubber stamp decisions already made

Strategically, the common themes shown above identified the key areas that needed deliberate and focused attention, ranging from improving literacy to improving access to early childhood services; improving capability within a teacher to improving commitment for education within a family or community; more effective relationships between a school

and its community; social and life skills through to attitudes and expectations; and improved information through to lowering compliance.

5.5.2 Ngaahi Fekumi (Literature Review)

This section draws on the evidence that was available at the time and used to develop the Pasifika Education Plan 2006-2010.

Ngaahi Fekumi (Literature Review) is grouped into the following broad areas

- ECE building strong learning foundations, intervening early for Pasifika children is likely to enhance long-term social and learning outcomes (Wylie, 2003);
- The quality[86] of ECE teaching and learning (Wylie, Ferral et al., 2006);
- Transition to schooling (Sauvao, Mapa and Podmore, 2000);
- Strong foundations in language are necessary for improved literacy skills in schooling, necessary for better learning (Wendt Samu & Pihama, 2007);
- Transition from Pasifika immersion early childhood services to mainstream schooling
- Effective teaching is a key to improving the learning outcomes (Alton-Lee, 2002; Lloyd (1995);
- The majority of Pasifika students are taught by teachers whose backgrounds are different to their own, effective teachers build an understanding of the contexts that impact on their teaching and develop appropriate strategies for learning;
- Parent involvement in schooling makes a significant difference to student achievement (Alton-Lee, 2002; Alton-Lee, 2003);
- Importance of early literacy (Phillips, McNaughton & MacDonald, 2001);
- Literacy related practices within families (Wylie, 2001; Nash, 2004; Leadbeater, 2005; Parkhill, Fletcher and Fa'afoi, 2005; Tuck et al, 2007);
- Impact of music in literacy practices (Farrug, 2008; Lynch, 2009; Brown and Lamb, 2004);
- Individuals that achieve higher qualifications are more successful in the labour market (Earle, 2010);
- Support for Pasifika tertiary students to address pastoral, academic issues and informed decision making about participation and progression; and,
- Greater understanding and integration of Pasifika knowledge and theories into education approaches.

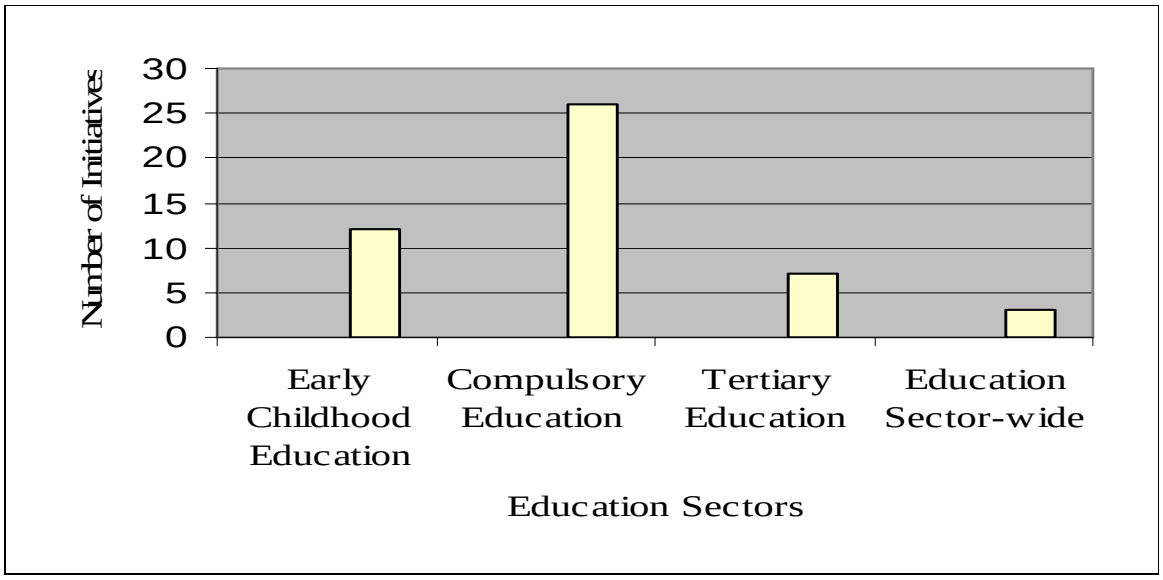
Clearly, early childhood education, foundation areas, effective teaching, parent involvement, support for students and leadership continue to play important roles.

[86] Quality is controlled mainly by the ECE service providers though Government can influence quality through structural factors (regulations, teacher registration and ratio requirements), and process factors (professional development, guidance and best practice information).

5.5.3 Ngaahi Ngāue (Policy Stocktake) 2001-2005

This stocktake of Pasifika targeted policy initiatives showed an increase across all areas, and similar to previous stocktakes reported above, this stocktake counted only the main initiatives and not sub-projects. For example in the sector-wide area the Pasifika teacher supply policies had five sub projects within it. The graph below represents the stocktake of policies between 2001 and 2005.

Figure 57: Ngaahi Ngāue (Policy Stocktake) 2001-2005



5.5.4 Triangulation and Analysis of the Information Gathered Using Tolu'i Founga (Development)

Triangulation and analysis of information using the tool Tolu'i Founga (Development) identified the key issues and these are included below. These summaries highlight important areas for Pasifika children and communities that were necessary to be addressed in the revision of the plan to accelerate achievement. All of these areas were also addressed in previous plans and therefore there is a sense of impatience regarding the medium to slow progress of achievement.

Table 28: Summary of Analysed Information Using Tolu'i Founga (Development)

- Higher participation and access to quality early childhood education;
- Children needing to gain a strong foundation in a language whether its their home language or English;
- More Pasifika educators and professionals working in education and the area of special education;
- Teaching and school strategies that work more effectively for Pasifika children;
- Improved access to appropriate support for families and their children;
- More children staying in school and achieving;
- More children gaining strong learning foundations;
- More students participating and achieving through education;
- Higher quality teachers;
- Better schools and early childhood providers;
- A stronger and more responsive tertiary sector;
- Families and communities more strongly engaged in education, contributing to parents/families/communities having more influence on outcomes;
- All education agencies delivering more effective services for Pasifika such as career and qualifications information, information on school effectiveness, research and knowing what works to shift Pasifika achievement, more targeting and tailoring of actions;
- System-wide improvements in leadership, governance, management and resourcing;
- Improving transitions between home/ECE/primary in terms of language acquisition and maintenance;
- Stronger support from the MOE especially where Pasifika peoples have high trust that the education system will deliver a good education for their children;
- Decision making, engagement, consultation, achievement, Pasifika languages and culture, bilingual education, resources; and,
- Better communications and information to parents and communities to enable them to make good decisions in education, with messages appropriate and fit for diverse audiences.

Highlights from the table above show that the quality of ECE teaching and learning is the most important factor influencing children's outcomes and therefore there is a need to continue the focus on increasing participation with stepped up focus on quality provision in both Pasifika and non-Pasifika ECE services[87]. ECE was also highlighted by Pasifika communities as a key area for building foundations in language and cultural skills. Compulsory education needed to continue the focus on Pasifika achievement at the primary school level (particularly in literacy and numeracy) with accelerated achievement at the secondary level. The cumulative nature of NCEA has helped Pasifika students to get qualifications however, Pasifika students needed to be able to gain qualifications in the

[87] Statistics reveal that almost three in every five Pasifika children attend a non Pasifika ECE service.

same timeframe as other students, for example, Year 11 students gaining NCEA Level 1, Year 12 gaining NCEA Level 2 and at Year 13 gaining NCEA Level 3 and university entrance. It was essential for Pasifika students to gain the right qualifications at the right levels, meet tertiary entrance requirements, overcome barriers to access and maximise subject choices. Effective teaching alongside strong parent and family engagement in education were shown to provide the biggest influences on achievement. This evidence was used to draw up the plan for Cabinet approval.

5.5.4.1 Narrative Seven: Collaborating for Sustainable Change with Pasifika Communities and Education Agencies

This narrative draws on two significant networks that have been established to support the MOE's Pasifika work. While PAG has been in place since 1995, the interagency group has been a more recent development. Both groups helped in making sure there was alignment in the Pasifika work across the MOE and education agencies with strong consultative contributions, advice and influence from Pasifika communities.

Narrative 7: Collaborating for Sustainable Change with Pasifika communities through the Pasifika Advisory Group and education agencies through the Interagency Group for the Pasifika Education Plan

Pasifika Advisory Group (PAG)

The Pasifika Advisory Group has grown from strength to strength since its first meeting in 1995 as the Pasifika Education Reference Group, with 6 members, one each from the five largest Pasifika communities of Samoa, Cook Islands, Tonga, Fiji, Niue and Tokelau. PAG was a key partner for the MOE in developing the first plan Ko e Ako 'a e Kakai Pasifika, and successive Pasifika Education Plans. PAG has assisted with the Plan's implementation, review and update, and talanoa ako with Pasifika communities. Members of the group provide advice and feedback on a variety of MOE activities including policy development and implementation, and members have participated in various MOE committees and working groups.

By 2009, PAG had 24 members including representatives from Pasifika umbrella organisations and professional organisations such as the PPTA and NZEI Komiti Pasifika and the Pasifika Principals Association. There is MOE-wide consultation with PAG on key policies and members host talanoa ako in their respective communities. The national PAG has been replicated in regional offices where reference groups have also been set up to focus on education conversations in the regions. PAG's 2009 terms of reference stated its purpose as a partnership between Pasifika communities and the MOE, providing critique and advice to the MOE on ways to improve the education system's effectiveness on improving education outcomes for Pasifika students. Group members also worked alongside the MOE in engaging Pasifika peoples. This involved sharing and exchanging information, ideas and concerns, and raising parental expectations for better education outcomes from the education system. PAG objectives are to:

1. Work together with the MOE on developing strategies for improving education outcomes for Pasifika peoples based on identified community priorities, and, evidence of what works in achieving the goals of the Pasifika Education Plan (Plan).
2. Collaborate with the MOE and Pasifika education stakeholders to ensure the Plan's goals continue to be

relevant towards meeting Pasifika peoples' education needs and aspirations, and, the Plan's ongoing development, monitoring and review. This will include consultation on the development of new education policies and supporting the MOE in the strategic fono series.

3. Identify and promote effective ways of engaging more parents, families and communities in education and to raise their expectations for much better education outcomes for their children. This could be through initiating and contributing to conversations on how to involve key groups such as church, more effectively.
4. Assist the MOE to better understand the nuances and contexts affecting Pasifika in education, the notions of being successful in multiple worlds, Pasifika indigeneity, values, knowledge, identity, culture, language and relationships and how the education system impact on these. Pasifika adding value to education as well as education adding value to Pasifika.
5. Liaise with Pule Ma'ata Pasifika, Senior Manager Pasifika Education on behalf of appropriate education sector groups and local community networks, as well as providing strong links to other MOE groups.[88]
6. Support the education family/agencies, as appropriate to the members' skills, to achieve the goals of the Plan.

Members with a wide range of skills are nominated by their Pasifika communities from across the country and appointed by the MOE. Over the years PAG members have provided strong links with other MOE consultative and working groups, including the Schools Consultative Committee, the ECE Strategic Plan Working Group, ECE Equity Funding Working Group and the development and monitoring of the Tertiary Education Strategy. This involvement provided opportunities for Pasifika perspectives to be considered in these forums and strengthen the achievement of the Plan's goals. PAG's work has been invaluable and is recognised by other education agencies which have utilised PAG members' skills regularly.

Interagency group for the Pasifika Education Plan (IGPEP)

Established by the Pasifika Unit in 2005 to support the development of the Pasifika Education Plan 2006-2008, meetings were attended mainly by Pasifika staff from agencies, which was not as effective as anticipated. This was because these staff members were not in decision making roles within their organisations and usually did not have an overview of their Organisations' work programmes, capacity or capability that could contribute to strategic discussions or decision making when required. Work towards stepping up the plan that was released in 2008, helped to revitalise the interagency group and support was given by agency senior management for relevant senior staff usually from agency policy groups to be part of IGPEP.

Strong agency alignment at senior official level was necessary to make sure that strategy was translated to actions within each agency in order to realise the intentions of the Plan. During 2008 and 2009, IGPEP played a critical role in gaining agencies' support and commitment, and responsibility for the plans released in 2008 and 2009. An example of IGPEP collaboration was running a joint workshop in December 2008 to share research, evidence and data on the status of Pasifika education and on what was working to raise participation, engagement and achievement. This helped to bring together a common understanding of ngaahi fekumi (literature and evidence) used in developing the Plan, and share Pasifika data across all agencies.

IGPEP has played a pivotal role in working within members' agencies to gain their leaderships' agreement, commitment, responsibility and accountability. This has enabled a whole of education agency commitment and responsibility for the Plan and membership by senior officials has enabled high

[88] Other MOE consultative groups included the School Consultative Committee, Early Childhood Advisory Council and others that may be established in the future, regional Reference Groups, temporary focus groups and task forces that may be set up for specific purposes or projects. This might include groups set up by other education agencies.

level discussions and making sure the Plan was implemented and effective across all agencies. IGPEP also provided depth of knowledge across agencies' work programmes and made sure that there was alignment and agreement with the Plan's focus and actions.

IGPEP meetings are hosted by different agencies, every two months and from the beginning of 2010, the group met every three months with the intention to focus one of these meetings as an extended workshop on a key research area. All members have agreed that Pule Ma'ata Pasifika chairs meetings.

The Pasifika Unit has developed several tools to help all agencies better understand the Plan. These tools include key messages, compass for Pasifika success, frequently asked questions and answers (FAQs), Fact Sheets, Intervention logic and implementation programme. These tools are shared by IGPEP.

IGPEP members are the MOE, Education Review Office (ERO), New Zealand Qualifications Authority (NZQA), Tertiary Education Commission (TEC), New Zealand Teachers Council (NZTC), Career Services and Ministry of Pacific Island Affairs.

The above narrative shows the significance and importance of working together and collaborating within the MOE and with education agencies, Pasifika communities, and across the education sector. As a result of working together with the education agencies, the plan is used as the flagship Pasifika strategy that agencies can hook their Pasifika plan's on to. For example in 2009, the NZQA released its Pasifika Plan that was closely aligned to the Pasifika Education Plan 2008-2012 (Ministry of Education, 2008b) and NZQA worked with PAG members to consult Pasifika communities on this work, minimising duplication and confusion from communities. The launch of the NZQA's Plan in 2009 was held while PAG was meeting in Wellington, enabling joint presence and attendance at the event, recognising the collaboration that had taken place.

5.5.5 Cabinet Approval and Public Release

On the 27 March 2006, following reference from the Social Development committee (SDC), Cabinet agreed with the revised goals, sub-goals, targets and key activities for the Pasifika Education Plan 2006-2010. The focus areas for that plan were:

> In early childhood education the focus is on increasing Pasifika participation in quality Early Childhood Education (ECE) services.
> In compulsory education the focus is on increasing achievement in early literacy and numeracy and the attainment of school qualifications through improving engagement in schooling.
> In tertiary education the focus is on increasing participation, retention and achievement and encouraging progression to higher levels of study.
> In education sector-wide the focus is on monitoring the implementation of the Pasifika Education Plan, developing models of effective practice contributing to

> education outcomes and consolidating strategic approaches and networks supporting Pasifika education within New Zealand and across the Pacific region. (Cabinet, 2006, pp. 3–5)

It was time to prepare the plan for publication and launching. The foreword by the Minister of Education included:

> Ensuring that all students achieve to their potential must be the key goal for everyone involved in education. The Plan is a commitment to raising Pasifika people's success in education and through this to ensuring full participation and successful contribution to the economic, social well-being and transformation of our country. A successful Pasifika population with strong Pasifika families and communities is critical to the future of Aotearoa New Zealand. (Ministry of Education, 2006c, p. 1)

The Secretary for Education's introduction to the plan acknowledged some of the successes that have happened in the previous decade and that many Pasifika peoples have shared in that success:

> An example of Pasifika success can be seen in the schools of Mangere and Otara. Ten years ago many of those schools received a damming ERO report. Today in many of those schools students are reading and writing close to national averages. Secondary schools that were on the brink of closure have increased their rolls substantially. They have more students leaving school with qualifications and progressing into the tertiary system.
>
> What made the difference? Teachers and schools regained their belief about the real difference they can make. Schools and communities engaged more effectively. There was a strong focus on literacy. Policies supported these changes.
>
> The Pasifika Education Plan 2006–2010 … is not simply about getting policies right. Hearts and minds are important and matter. If people believe a child can succeed and support them to turn their dreams into reality … that child probably will succeed. If we don't share those beliefs … the child probably won't succeed. (Ministry of Education, 2006c, p. 5)

The Minister of Education launched the Pasifika Education Plan 2006-2010 at the youth talanoa ako held at Auckland Girls Grammar School on the 7 June 2006. The Minister's speech is summarised below.

> Last month I was in my Palmerston North electorate for the Pasifika secondary schools festival. I was fortunate to give out the prizes to the winners of the creative fashion designs, speech making, art exhibitions and cultural

> performances. There was standing room only, a great event for bringing Pasifika communities and schools together. I saw Pasifika students being transformed through a celebration of their identity making them confident and proud of being a young Pasifika person here in Aotearoa New Zealand. …
>
> I get the same inspiration from all you young people here tonight. I believe everyone should be able to reach their potential in education regardless of whom they are or where they come from. This is what the Pasifika Education Plan is all about. The plan brings together work across many different areas and is a good example of active policy. It's a plan informed by the implementation outcomes of the previous five years. ...
>
> Just why is this plan so important? To answer this question we should consider the contribution Pasifika peoples make. Pasifika peoples make a large contribution to our unique national identity through the arts, sports and business. New Zealand's success internationally depends on every one of you young people having the opportunity to reach your full potential. Being able to participate fully in society is central to the New Zealand dream and to the vision Pasifika peoples have for their children when they first migrate to New Zealand. …
>
> As Pasifika young leaders in our schools you are set to make a big contribution to New Zealand. You are the future leaders, not just for your Pasifika communities and families, but for all New Zealanders striving to make this country one we can all be proud of …
>
> The reality is, if we don't make a difference for Pasifika in Auckland – the biggest Polynesian city in the world, we won't make the difference in the profile of Pasifika education we need to make.
>
> In closing I want to assure you government is committed to building an education system where every student can achieve and be successful. I want this success for every one of you students here today, for the students I met in Palmerston North at the Pasifika secondary schools festival, and all the other Pasifika students throughout New Zealand.
>
> This success requires the support and effort of many people – especially from parents and families and their communities. This success requires strong quality relationships between schools, teachers and their students and students' families.
>
> This plan is an urgent call for action and will be most successful when Pasifika students, families and communities, churches, education services and the government work together. (Minister of Education, 7 June 2006, 5pm)

5.5.6 CASE STUDY THREE: Pasifika education is everyone's responsibility

This case highlights the importance of shifting hearts and minds and using evidence to drive priorities and commitment within the MOE, education agencies and sector, and Pasifika

communities to make sure that the intentions of all plans are realised. Each person has a key role to play in realising better education outcomes for Pasifika, not just Pasifika staff and the Pasifika unit.

CASE STUDY 3: Pasifika Education is Everyone's Responsibility. Making it real through shifting hearts and minds

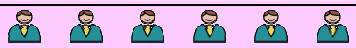
Introduction

This case study shows that successful strategy development was dependent on everyone being responsible for Pasifika education, growing champions within the MOE as well as within Pasifika communities and education sector. It was obvious that one person cannot do the Pasifika work in the MOE by him/herself, therefore everyone needed to be responsible, accountable, and able to report on their efforts, more importantly, did those efforts make a difference to Pasifika participation, engagement and achievement. This case highlights how strategy was driven successfully across the MOE and that the increased Pasifika workload led to the establishment of the Pasifika Unit.

Contexts

From June 1993, the PMP was the only tagged Pasifika position in the MOE, reflecting the scarcity of targeted Pasifika initiatives at the time. Since the launch of Ko e Ako 'a e Kakai Pasifika in 1996, the workload started to increase rapidly and it was no longer tenable to continue with one person. This led to the modest creation of more dedicated Pasifika positions from 1998, albeit half time positions only. The table below shows the number of dedicated Pasifika positions created in the MOE since the PMP position was established in 1993. These positions were created in response to the growing Pasifika work programme and lobbying by the PMP. The Pasifika Unit was formally established on the 31 July 2003 and communicated across the MOE via a broadcast message from the Secretary for Education who: "approved a change to the reporting line of the PMP from the Senior Manager National Operations to Group Manager, Education Improvement and Support (EIS). The change is to reinforce the strategic oversight role that had been intended for the Pasifika Unit, to reflect the importance of Pasifika education in Aotearoa New Zealand, and the fact that the Unit's work was increasingly spanning areas wider than National Operations and EIS Group. The Pasifika Unit has continued to strengthen and its growth in National Office is shown in the figure below, and, it continues to be the smallest unit responsible for one of the MOE's key strategies.

The Pasifika Unit in National Office

June 1993	 PMP	2002	 PMP, 2SA, 1A, .5 SSO
1998	 PMP + .5 SO + .5AO	2003	 PMP, 2SA, 1A, .5PA
2000	 PMP, AO, SSO	2008	 PMP, 2SA, 1A, SSO, SPA
PMP SA A PA	Pule Ma'ata Pasifika Senior Adviser Adviser Personal Assistant	SO SSO SPA AO	Support Officer Senior Support Officer Senior Policy Analyst Advisory Officer

In early 1998 a part time support officer was selected to support the PMP and in June of the same year, a half time Advisory Officer was also recruited. The Advisory Officer gradually became full time by 2000, Adviser and senior adviser positions were created in 2002. Established in 2003 were Pasifika Curriculum Facilitator (in 2005 became the Senior Pasifika Curriculum Adviser) and a Pasifika Policy Analyst, both of these positions were housed in the Post Compulsory Education and Training Group. Again, these positions were created as responses to the expanding Pasifika workload, lobbying by the PMP and agreement by management. These positions are not shown in this structure because they are located in another group

The Regional Office review of 1999 resulted in Pasifika Education Coordinator positions created in three Regional Offices – Northern (based in Auckland), Central South (based in Lower Hutt) and Southern (based in Christchurch) regions. The Central North region appointed a .2 Pasifika Education Coordinator in late 2001 and for a time had three operating out of the Hamilton, Rotorua and Napier offices. By the end of 2005, this number had reduced to two full time positions.

Pasifika Coordinators are the "ears and eyes" of Pasifika education on the ground, helping to sustain the connections and relationships with Pasifika peoples and provide the Regional Manager and PMP with the most up to date information on local Pasifika communities and their education aspirations. A Pasifika Manager was located in Group Special Education and this position now manages a Pasifika Team in the Auckland Office that was in place by the end of 2007[89]. In 2009 the National and Regional Office Pasifika targeted positions equalled 14 staff members.

Practices

The Pasifika Team operated informally for some years before it was formalised as a unit in 2003. Operating a caucusing or talanoa ako culture where formal and informal relationships and agreements, both horizontally and vertically across different groupings, formed an important part of building the focus on Pasifika. This provided a virtual team of key staff, drawing on each other's skills and experiences, helping to raise MOE staff Pasifika capability and profile, and increasing understanding of Pasifika issues and contexts.

Maximising influence over time meant that different strategies were used to gain everyone's commitment to the Plan, its implementation, monitoring and reporting. A number of virtual groups were established including think tanks in operational and macro education policy levels; steering groups to make sure that activities were identified and moved forward; internal and external advisory and reference groups to influence, network and build relationships focused on outcomes and provide Pasifika voices, advice and perspectives; research advisory groups to provide quality assurance, identify research gaps and commission new research.

Alongside the groups discussed above, the PMP was invited to participate as a member of various governance groups such as the SMG GAP Sub-committee (2000). This group acted as a clearing house for all papers that went to the Closing the Gap Cabinet Committee and discussed Pasifika and Maori issues regularly. Other governance boards included the Policy Forum, the Operations Board, Strategy and Implementation Board as well as numerous MOE working groups, and during 2008, attended one meeting of the Leadership Team each month. These meetings provided opportunities for raising Pasifika issues at strategic and influential levels.

The Pasifika Unit continues to influence hearts and minds across the MOE, growing capacity and capability, scaffolding and mentoring staff to be confident, understand and own Pasifika issues enabling more responsiveness. This meant opening opportunities to Pasifika communities, walking alongside staff when they are required to consult with Pasifika communities and/or interpreting and analysing the gathered information. For about five years, the Pasifika Unit developed a simple questionnaire to assess the level of MOE staff knowledge about Pasifika and this was followed by the Pasifika Unit developing workshops to help increase knowledge and understanding about Pasifika. Since 2005, the Special Education Group has run a Pasifika professional development workshop for its specialist staff such as speech language therapists and psychologists to create more understanding of Pasifika culture, identity and values. By 2009, this programme was further developed and offered across the MOE as the Pasifika organisational development programme, helping to create more understanding of the Plan, its intentions and how staff can continue to make contributions to its achievement.

Achievements

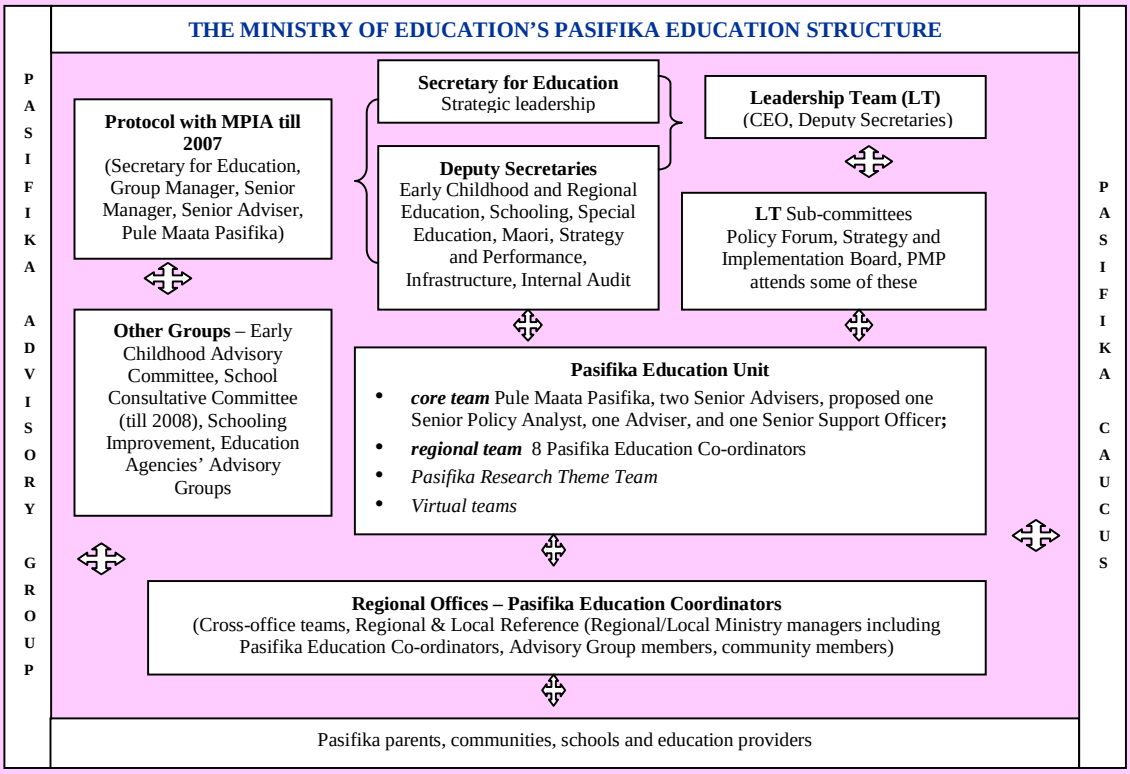
Development, agreement and release of Ko e Ako 'a e Kakai Pasifika in 1996 and four Pasifika Education Plans released in 2001, 2006, 2008 and 2009.

a) Strong Pasifika Advisory Group
b) Annual talanoa ako series led by the Secretary for Education since 2001
c) The Pasifika Unit provides advice, perspectives and support across the MOE's work through:

- strategic oversight and leadership of the Pasifika work across the MOE;
- ongoing development and monitoring the delivery of the Pasifika Education Plan and its links to all policy and operational issues;
- development of policy and operations to promote greater achievement of educational outcomes for Pasifika peoples in the early childhood, compulsory and tertiary education sectors taking account of relevant and up to date literature, evidence of what is working for Pasifika students, families and communities;
- supporting the Secretary for Education in leading the annual strategic education fono series, reporting to management and follow up activities;
- providing opportunities for community consultation and feedback on key pieces of work supporting other groups;
- ongoing liaison with IGPEP and other education agencies' groups regarding Pasifika education; and,
- discussing Pasifika capacity and capability as appropriate and relevant.

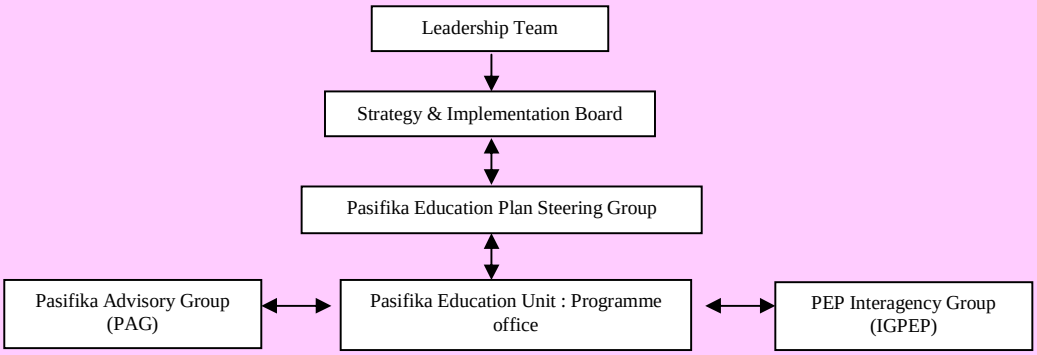
[89] The Pasifika Team in Auckland is further discussed in the case on the Auckland Pasifika Strategy.

The diagram below shows how the Pasifika Unit worked across the MOE and with Pasifika communities from 2000-2008.

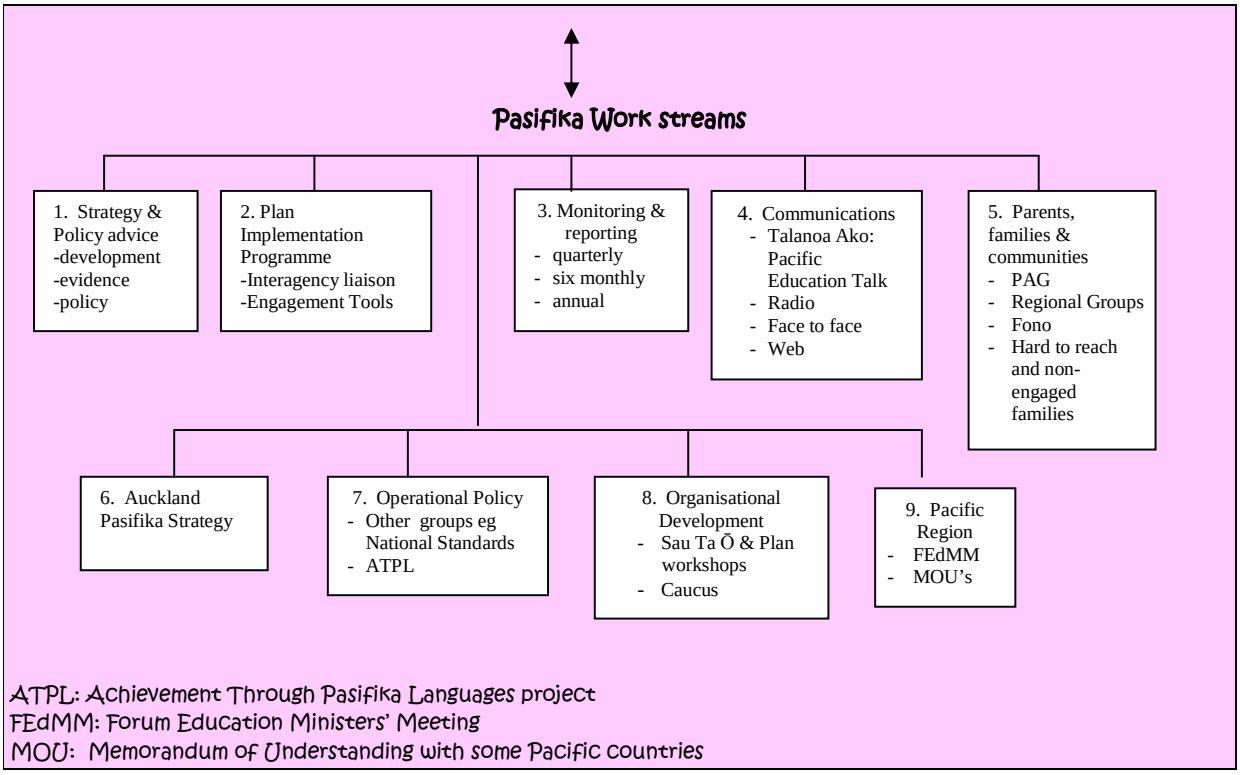


d) A Pasifika Steering Group providing governance for the Pasifika Education Plan 2009-2012 was approved in December 2009 to hold its first meeting in 2010[90]. The governance structure and work streams for the Pasifika Education Plan are shown in the diagram below.

2009 MOE Pasifika Education Plan Governance Structure



[90] The governance Steering Group had not yet met by the time this thesis was presented, at the end of April 2010.



5.5.7 Progress on Implementing the Pasifika Education Plan 2006–2010

At the launch of this plan in June 2006, the Minister of Education emphasised the importance of monitoring, to make sure that the plan was lifting Pasifika achievement as well as providing the strategic direction for improving Pasifika education in Aotearoa New Zealand.

The first monitoring report on the Pasifika Education Plan 2006-2010 was released in late 2007 (Ministry of Education, 2007e)**.** This report showed that progress had built on progress from previous plans' monitoring reports. Pasifika participation is continuing to improve in early childhood and in tertiary education participation was up 22% since 2001. In compulsory education half of all 2006 Pasifika school leavers achieved NCEA Level 2 or above. The rate of Pasifika students leaving school with little or no formal attainment has improved significantly, though still too high compared to other populations. Suspension rates for Pasifika students decreased sharply by 17% between 2006 and 2007 after three years of steady increase.

Other positive improvements included monitoring and annual reporting though these needed to be produced in a timelier manner. Education agencies were working much closer together

and relationships with education ministries across the Pacific region was strengthening and becoming much more strategic. To realise the plan's intentions in the Auckland region, a Pasifika team was established in Auckland towards the end of 2007 improving the MOE's Pasifika capacity to work across the region.

The second monitoring report on this plan for the 2007 year was released in 2008 and showed that progress continued across all areas building on the previous year's results. However, there was still a significant distance between Pasifika education outcomes and those of the rest of the population, there is room for improvement.

PART FOUR

5.6 PASIFIKA EDUCATION PLAN 2008–2012
Stepping up Pasifika education from good to great

The 2007 Monitoring Report on the Pasifika Education Plan 2006-2010 showed progress being made in several areas, critically important because a highly educated and skilled Pasifika population is critical to the future of their families, Aotearoa New Zealand and the Pacific region. Monitoring reports always trigger opportunities for review and there is always a sense of frustration and impatience by the length of time taken to see major shifts in the education system. Discussions between the Minister of Education, Minister of Pacific Island Affairs, members of the Parliamentary Pacific Caucus and MOE on the results of the 2007 Monitoring Report identified the need to step up the plan to do and achieve more, to go further and faster.

Questions were raised about some of the targets that were already achieved or forecast to be exceeded and whether these targets were too soft. There was concern that the gains made may have been the easier ones to identify and deal with, and that sustained and increased effort was needed to keep the trends moving forward and upward. This review of the plan aimed to further ensure that Pasifika children and students receive a high quality personalised education from early childhood through to tertiary education. This review began in late 2007 and continued until the stepped up plan was approved by Cabinet in May 2008.

The tool Tolu‘i Founga (Development) was again used to analyse gathered information from the talanoa ako series of 2006 and two held in early 2008, PAG meetings, and discussions with education agencies and the Ministry of Pacific Island Affairs contributed to this revision. Stepping up the plan involved holding talanoa ako with senior managers and their teams individually across the MOE. These discussions were aimed at getting groups to review their commitments to the plan, critique research and evaluation evidence impacting on Pasifika achievement, and identify and agree on new actions that will contribute towards stepping up the plan, within their current resources.

This talanoa ako culminated with a facilitated day where MOE senior managers brought

their proposed actions for discussions with teams from agencies, members of the PAG, staff from MPIA and the Pasifika unit. This was a defining day because it allowed much collective discussion and refinement from the MOE's senior management.

5.6.1 Talanoa Ako 2006 and 2008

The talanoa ako series has continued to be important in drawing together a national view on the pulse of Pasifika education. During 2006 and 2008, 20 talanoa ako with communities (14) and Pasifika young people (6), were held. Twelve talanoa ako were held in 2006 and nine held in 2008, with a gap during 2007 because a new Secretary for Education started in November 2006, and 2007 provided an opportunity to review the talanoa ako series for further improvements where necessary.

Approximately 2500 people attended each year's talanoa ako series. The table below shows the summary of the key issues and challenges identified in 2006 and in 2008, from both the community and youth talanoa ako. These are grouped against the key levers that have been identified as making the biggest difference to outcomes. Talanoa ako evaluations were positive with comments such as timing being too short, great to have students from different schools talking to each other, more focus on teaching and pedagogy, parents needed to focus on achievement and have high expectations.

Four Pasifika Advisory Group meetings contributed to stepping up the plan and were held from October 2006 through to April 2008. Each meeting focused on a key area of the plan across early childhood, compulsory schooling, tertiary education and education sector wide. Discussions also included how PAG members could further support the plan within their communities. A key feature of October 2007 PAG talanoa ako were discussions with panels of senior secondary and tertiary students, and secondary school principals. The principals' discussions are included as Case Study Four later in this chapter.

As is usual practice, follow up to each talanoa ako series is led by Regional Offices or relevant divisions within the MOE's National Office.

Table 29: Common Themes Drawn from Talanoa Ako 2006 and 2008

	Early childhood Education	Compulsory Education	Tertiary Education	Education Sector Wide
Contextual Factors	• Participation, quality environments and programmes for children • Resourcing for buildings, professional development, teacher training, learning and teaching materials • Understanding the value of ECE	• Students having personal drive, values, dreams, motivated, high expectations, setting goals and pursuing them, having self-belief in their ability to succeed and taking ownership of own learning • Personal responsibility for time management, prioritising, and minimising or eliminating the impact of poor attendance, truancy, alcohol, drugs, and violence	• Tuakana/teina relationships (senior/junior student mentors) • Tailored learning support for Pasifika students • Growing the Pasifika research capacity • Targeted and tailored approaches to improve students achievement across all tertiary disciplines • Better understanding the impact of diverse Pasifika populations and multiple world views	• Respect and value cultural differences, spirituality, church, and celebrate diversity • PAG to help market the Plan, advocate, infiltrate, disseminate, reflect and evaluate! Both within MOE and communities. • Value in holding fono to engage communities • Mismatch of values and expectations between parents, students, school • Lack of parent and family confidence to engage with schools • Parents' high trust in the system
Systemic Factors	• Clarity on education policies, operational activities, advice and support, governance, management and supervision, licensing and funding, Pasifika exemplars and resources • Better transitions from Pasifika services to schooling	• Pasifika capacity in the education workforce, leadership, principals, school boards of trustees • Set up Pasifika schools like Pasifika ECE • Pasifika students not disadvantaged through school & subject choices • Career advice early to help select choices and meaningful pathways • Curriculum needs to be tailored to what students want and need.	• Participation, progression, completions • Accreditation of Pasifika language skills for parent volunteers • Better transitions between secondary and tertiary sectors	• Education information provided in a variety of media, radio, print, television, web, and email • Schools and government agencies working together-establishing and building relationships • Lack of value given to Pasifika cultural capital • All databases to include Pasifika ethnic, gender information • Students' choices are influenced by factors outside their families' control eg media and society about what is cool

Table 29: Common Themes Drawn from Talanoa Ako 2006 and 2008

	Early childhood Education	Compulsory Education	Tertiary Education	Education Sector Wide
Structural Factors	• Network of Pasifika services accessible to parents • Network to also consider the needs of extended family involvement in looking after children • Teacher supply, viability	• Teacher supply and remuneration issues. • More Pasifika teachers across the system, progressing into senior management and principalship. • Teachers supporting and encouraging what students want to do and honestly wanting to help Pasifika students. • Build confident learners. • Teachers act as champions and role models for students.	• TEC role and its influence on parents and communities, and, the use of TEC funding • Leadership, governance, Pasifika capacity • Career advice early to help select choices and meaningful pathways • Research, evidence, data and information on what works to drive success	• Home/school Partnerships • Students want security in school and in homes • Everyone in the education system having high expectations of Pasifika students • Evaluate the effectiveness of what has already been done • Validate parent strengths and contributions
Service/sector Factors	• Information on ECE services available to parents through a variety of media they can understand	• Support parents during teacher interviews. • Promote homework groups • It starts with parents igniting a fire and a love for learning • Distractions from friends and peer group pressure, social life • Home contexts of culture, values, beliefs and language to be integrated into learning	• Improve consultation between TEO's, TEC and communities. • Better transitions into the workforce • Students succeeding in examinations as well as being strong in themselves, their culture, languages and identities • Programmes targeted to Pasifika intakes	• Lack of balance in home, school, church obligations • Education sector to encourage parents' engagement and support. • Impact of tight family resources on education eg transport, stationery, lunch • All providers to be accountable for improving Pasifika outcomes & building relationships with Pasifika communities

High level themes drawn from the above table include the balance between expectations of home, school and community; low motivation; drive and lack of planning; importance of clear communications; strong relationships across all parties; and, the impact of contextual factors such as multiple worlds, cultural capital, language and resources, and, learning.

Effective teaching continued to be a key factor for Pasifika so that when in school, students were motivated to learn, engage and succeed. This required a better understanding of the

impact of contextual factors on education, culture, language and identity and the fact that Pasifika peoples wanted to be successful in education as well as education contributing towards strengthening Pasifika students' sense of well-being and identity.

Stronger connections were needed with other key areas such as health especially where there are high proportions of young Pasifika children with health issues such as hearing loss. Alongside being speakers of English as a second language in the home, learning to read in English in the early years of primary schooling meant that high numbers of Pasifika children with these experiences might have developmental delays in reading. The impact on students' ability to read and to learn can subsequently lead to learning behaviour problems, lack of self worth and confidence and a motivation to not be in school. Being healthy is an important contributor to being a successful learner. Making these connections need to be much more deliberate, so that Pasifika presence, engagement and achievement improve, achieving the plans intentions.

5.6.2 Ngaahi Fekumi (Literature Review)

Ngaahi fekumi (literature review) showed that early childhood education, the quality of teaching, pedagogical leadership, parent and family engagement continued to be important areas in helping to build early learning foundations and later achievement.

Ngaahi Fekumi (Literature Review) is grouped into the following broad areas

- Participation ECE has already been acknowledged as being important in building strong foundations, and positively associated with gains in mathematics and literacy, school achievement, intelligence tests, and also school readiness, and impact on special education (Mitchell, Wylie and Carr, 2008);
- Effective teaching and its pivotal role in raising achievement (Alton-Lee, 2003); teacher-managed, code-focused instruction (Chapman, Clark, Harker et al., 2008; Hattie, 2007), ability of teachers to personalise learning to students (Leadbeater, 2005), differentiated provision for differentiated need (Fancy, 2006c), teachers and administrators working closer together (Fullan, 2000), teachers becoming more assessment literate (Hargreaves and Fullan, 1998);
- Understanding Pasifika contexts is important (Wendt Samu and Pihama 2007), culture reflected in classroom environment (Benham, 2006; Bishop, 2003 both cited in Fergusson et al., 2008; Cahill, 2006; Lei, 2006; Nakhid, 2003; Rata et al, 1998; Tupuola, 1998 all cited in Ferguson et al, 2008);
- Successful literacy achievement based on whole family approaches, principal leadership and ownership (Tuck et al, 2007; McLachlan, 2004; Parkhill, Fletcher and Faafo'i, 2005; Elley,

Ngaahi Fekumi (Literature Review) is grouped into the following broad areas

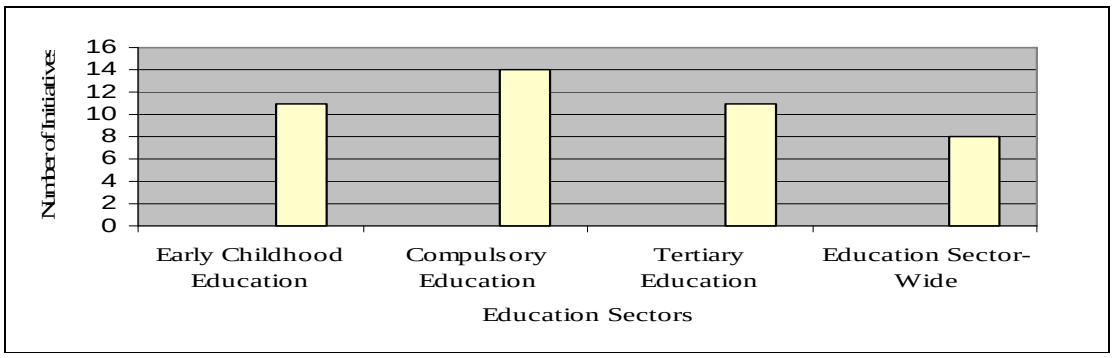
2005). Issues raised regarding literacy practices (Codding, 1997), analysis of literacy achievement in PISA 2001 (Chapman, Clark, Harker et al (2003);

- Parental involvement, effective school community partnerships in children's education can have a significant positive impact on student achievement (Alton Lee, 2003; Biddulf, Biddulf and Biddulf, 2003, Glynn in Spence, 2004, Kepa and Manu'atu, 2006);
- High expectations and academic outcomes (Hunter 2005 cited in Irwin and Woodward, 2005; Rubie-Davies, Hattie & Hamilton, 2006; Ennis, 2006; Swann, 1985; Pellegrini and Blatchford, 2000 in Hattie et el, 2006), teachers expectations (St George, 1983, Stoddard, 1988, in Rubie-Davies, Hattie and Hamilton, 2006);
- School effectiveness, improvement and performance (Murphy in Townsend, 2007), leadership (Edmonds, 1979 in Townsend 2007); Hallinger & Murphy, 1996; Nuttall, 1992; Mortimore et al, 1988; Nuttall, Goldstein, Prosser, & Rasbash 1989), impact of different types of schools eg an intelligent school (Ferguson, Gorinski et al., 2008; Newman et al., 2001);
- Issues of bilingualism and ESOL and their impact on languages leaning (Ellis in Spence, 2004), and academic success (May, Hill and Tiakiwai, 2006); and,
- Achieving equitable outcomes for Pasifika learners to be included in all processes of education *(*Bishop, 2003 cited in Fergusson et al.; Jones, 1991; Lei, 2006; Sheets, 2005; Tuafuti and McCaffery, 2005; Tupuola, 1998 in Ferguson et al, 2008), sustainability of outcomes (O'Connell, Timperley and Parr, 2008).

5.6.3 Ngaahi Ngāue (Policy Stocktake) 2006-2007

The 2007 Monitoring Report showed the Pasifika targeted projects that were in place at the time and is used here as the basis for drawing together the graph below. Increases in the number of Pasifika targeted initiatives is shown across the education system since the last plan was released in 2006. As in previous stock takes, these initiatives are listed in broad categories and within most initiatives are smaller sub projects, that when counted, the number of targeted initiatives would be at least double the number included in the graph below. This stocktake does not include a full list of parallel non-Pasifika initiatives that impact on Pasifika students. Therefore, the graph below is indicative of the major shifts that have happened in raising the number of targeted Pasifika initiatives to help achieve the intentions of the plan.

Figure 58: Ngaahi Ngāue (Policy Stocktake): 2006-2007



5.6.4 Triangulation and Analysis of the Information Gathered Using Tolu'i Founga (Development)

Drawing together analysed information using the tool Tolu'i Founga (Development), key strategic areas are identified in the table below. This time, analysed information is sorted across all sectors of education against the key levers that make the most difference to outcomes. This was because more evidence was available on the key levers that could make the most difference to achievement.

Table 30: Summary of Analysed Information Using Tolu'i Founga (Development)

	Early Childhood Education	Compulsory Education	Tertiary Education	Education Sector-wide
Effective teaching	• Qualifications and quality programmes • Participation is important to later learning	• High expectations of Pasifika students, build confident learners, • Supporting students' vision and dreams. • Mutual respect between students and teachers • Literacy, numeracy • Understanding Pasifika contexts	• Addressing teacher supply through pre-service education and research • More Pasifika teachers across the system, progressing into senior management and principalship.	• Teachers reporting accurately to parents • Understanding Pasifika contexts • Parental involvement • High expectations across the system
Quality providers	• Provide more clarity on policies and operational activities such as Free ECE • Leadership, governance, and management • supervision, licensing and funding	• Mentors and role models • Leadership, governance, management • Pasifika schools like Pasifika ECE services • School effectiveness, improvement and performance • Bilingualism, ESOL, language acquisition • Career advise • All teachers are effective for Pasifika learners	• Improve Pasifika profiles in the education workforce. • TEC role and its influence on parents and communities, and, the use of TEC funding. • Consultation between Tertiary Education Organisations (TEO's), TEC and communities.	• Support parents during teacher interviews • ECE, schools and tertiary providers to be accountable for Pasifika outcomes and building relationships with communities. • Databases to include Pasifika ethnic, gender, regional information • Effective schools

Table 30: Summary of Analysed Information Using Tolu'i Founga (Development)

	Early Childhood Education	Compulsory Education	Tertiary Education	Education Sector-wide
Parents, Families and Communities	• Pasifika youth, parents and communities value spirituality and church • Validate parents' contributions and strengths	• Home School Partnerships. • Respect and value cultural differences and celebrate diversity • Parent engagement and support • Pasifika students pushing to have their language and culture taught in schools	• Accreditation of 'language skills' for parent volunteers	• Key messages through *talanoa*, radio, print, television, web, email • PAG to help market the plan, advocate, infiltrate, disseminate, reflect and evaluate! • Value in holding *fono* • Homework centres • Parent involvement
Successful school leavers	• Better transitions from ECE to primary and higher levels • Strong foundations and love of learning	• Students succeeding in education and retaining strong Pasifika culture, language, identity • Students having personal drive, values, dreams and pursuing it. • Curriculum to be tailored and personalised to students	• Leadership grown in the education sector, communities and families • Higher level secondary qualifications to move into tertiary education • Transitions from secondary to tertiary education	• It starts with parents, igniting a fire and a love for learning. • System working from where Pasifika students are at –eg Christian and cultural values

The information gathered above point to the areas that were significant to deal with and together with progress from the previous plan's monitoring report, was used to revise and step up the plan resulting in the Pasifika Education Plan 2008-2012. Key areas were focused on increasing participation in quality ECE services; improving teaching so that it is more effective for Pasifika students; accelerating achievement of NCEA levels, University Entrance and New Zealand Scholarships; increasing the number of Pasifika teachers; working with families and communities; better identification of and support for students with special education needs; increasing participation at Levels 4 and above qualifications in tertiary education; and, making sure there was enough information available about education programmes for students and parents to help them make good decisions.

5.6.5 Cabinet Approval and Public Release

The stepped up plan included more specific actions and targets to address the issues identified above with some of the targets revised because the MOE was now able to report more accurately due to better datasets being available. Targets were also revised where the forecast position made as a result of progress shown in the monitoring report released in

2007, were showing that these targets were going to be achieved or exceeded. The new plan was aligned more closely with the Tertiary Education Strategy 2007-2012 and the Statement of Tertiary Education Priorities 2008-10.

This plan also had increased commitment and actions by all education agencies including the Education Review Office, the New Zealand Qualifications Authority, the Tertiary Education Commission, Career Services and the New Zealand Teachers' Council. The time span for the plan was extended to 2012 recognising that two years of the last plan (2006 and 2007) had already passed and that the plan would continue to be a "living" document where reviews and monitoring will lead to further actions and targets being set.

The draft plan went through the usual discussions internally within the MOE, the PAG, education agencies and MPIA and once all quality assurance processes were met the paper went through to the Minister of Education for his approval. Once agreed, the Minister of Education's office lodged the paper with Cabinet Social Equity Committee (SEQ), for discussion and agreement on the 14 May 2008, and confirmed by Cabinet on the 19 May 2008. A summary of the agreed focus areas in the stepped up plan is shown below.

> In early childhood education the focus of the Plan is on increasing Pasifika participation in quality early childhood services … the Plan also aimed to develop local strategies to lift availability and quality in ECE services that meets families' needs, ensure the services' long-term viability, ensure sufficient numbers of qualified teachers and review a number of national initiatives to ensure they are as effective as possible … and that new participation targets have been set that are more realistic, given the current level of the sector's capacity for new growth.
>
> The focus in compulsory education is on:
> - presence – being in school in order to be able to learn;
> - engagement – being motivated to learn and actively participating;
> - achievement – Pasifika students achieving at the same rate as other students.
>
> The Plan focuses actions that set the foundations for success in secondary education … address suspensions, stand-downs, exclusions, expulsions, early leaving exemptions, truancy and more effective teaching and governance and higher achievement levels for school leavers … a new goal has also been included to recognise the importance of learning in the early years of school. ...
>
> The focus of the Plan in tertiary education is ensuring maximum educational opportunity for Pasifika people … key changes are designed to ensure greater alignment with the new Tertiary Education Strategy. …

> The Education Sector-Wide part of the Plan focuses on:-
> - robust monitoring of the plan;
> - strengthening cross-government solutions to problems and being more responsive to stakeholders' expectations;
> - strengthening research, evidence and data to support the setting of targets and defining initiatives and actions;
> - increasing effective teaching for Pasifika bilingual students in a range of settings;
> - improving transitions through the system and engagement by families and communities; and
> - building a stronger strategic focus on Auckland and the Pacific region. (Cabinet, 2008, pp. 1–4)

It was time to prepare the stepped up plan for publication and launching. A first was having the foreword to the Pasifika Education Plan 2008–2012 signed by three ministers, the Minister of Education, Minister of Tertiary Education and Minister of Pacific Island Affairs, acknowledging that:

> Education underpins all the goals we have for New Zealand's future, and the aspirations we have for all New Zealanders. The government understands the importance of education as the key that can realise potential, success and opportunity. New Zealand's Pasifika population is young, fast growing and diverse with multiple ethnicities, languages and cultures. …
>
> The government is committed to making sure that Pasifika students achieve and succeed in education. The Pasifika Education Plan takes a more concentrated and collaborative approach to continually improve Pasifika education outcomes. …
>
> It's great to see more Pasifika children participating in quality early childhood education and we need to do more to build on that strong foundation. We know that more Pasifika students are leaving school with a qualification, we need to see even more achieve at this level. Participation in tertiary education has been growing fast in the last few years. We need to make sure this growth continues at higher levels of study.
>
> Education is a key factor in achieving improved economic and social outcomes for our Pasifika communities – the challenge is for education to work for all. (Ministry of Education, 2008b, p. 2)

5.6.5.1 Narrative Eight: From Good to Great, Stepping up for Pasifika Education.

All Chief Executives of the MOE and the five education agencies signed a message that was included in the plan. This joint signoff had not been a feature in previous plans and this showed the importance of collective commitment, responsibility and accountability towards

achieving improved Pasifika education outcomes. This message is provided as the narrative below.

Narrative 8: From good to great, Stepping up for Pasifika education

New Zealand's education system is world-class. Every young New Zealander can be, and deserves to be, part of its success. The Pasifika Education Plan 2008-2012 sets out what needs to be done so the education system 'steps up' for Pasifika students. This Plan has been developed to help all Pasifika children and students get a high-quality education and achieve good outcomes, from early childhood right through to tertiary education.

New Zealand's Pasifika population is large, diverse and is growing fast. Pasifika peoples will make up an increasing proportion of New Zealand's paid workforce. We need to deliver Pasifika students a high-quality education that fits their needs, their culture, and their aspirations.

For all these reasons, the Pasifika Education Plan is an important document. A good education and higher qualifications benefit all students' opportunities for employment and earnings, and also benefit family well-being and opportunities. Stepping up the system's performance for today's Pasifika students will help provide role models and mentors for future generations of Pasifika learners.

This Pasifika Education Plan fits with government's wider work for education, such as the Early Childhood Education Strategy which provides the foundation for successful learning at all stages of the education system. Later in the system the Schools Plus initiative sees students staying at school longer, leaving with higher qualifications, and continuing to get the skills and training they need for future success.

The Plan is organised into four strands: early childhood education, compulsory education, tertiary education and education sector-wide. Common themes run across all these strands, including:

- Strong learning foundations ensuring Pasifika students participate, engage and achieve at each stage of their education, and make good transitions from one stage to the next;
- Literacy and numeracy – critical in themselves and also vital skills for students' wider learning;
- Effective teaching – a key to students' engagement and achievement; and
- Working with families and communities to ensure a joined-up approach.

This is a job for everyone. The success of this Pasifika Education Plan requires Pasifika families and communities, education services and government to work together.

The Ministry of Pacific Island Affairs and the Ministry of Education, will work with the Education Review Office and the education Crown Agencies to support this Plan to accelerate Pasifika education achievement. The Ministry of Education's Pasifika Advisory Group and regional reference groups will work with Pasifika families to support their children's education. The Ministry's fono are our chance to hear from the Pasifika communities about what works for Pasifika students.

We must make sure that the education system steps up to make positive educational outcomes a reality for all Pasifika peoples.

Ministry of Education, 2008b, p. 3

The plan was launched on 19 August 2008 at De La Salle College in Mangere, jointly by the Minister of Education and Minister of Pacific Island Affairs. This launch also saw representatives from PAG attending as did parents, Pasifika community leaders, secondary

and tertiary students from across Auckland, teachers, principals, board members and education agencies. In his speech, the Minister of Education acknowledged the shared goal of Pasifika children and young people fulfilling their potential through education and strengthening learning goals and targets for Pasifika achievement.

> One of the critical ingredients to achieving these successes is building effective relationships and partnerships between everyone involved – between government agencies such as the Ministry of Education and the Ministry of Pacific Island Affairs, and between schools, students, families and communities. This … Plan has its own in-built support system because it also represents the hard work and commitment of education agencies – ERO, NZQA, Career Services, the New Zealand Teachers' Council and the Tertiary Education Commission. Pasifika communities and educators are the other critical layer of support … we are preparing Pasifika young people to engage and be active participants in their own learning – and that's what education is all about. (Minister of Education, 10am, 19 August, 2008)

5.6.6 CASE STUDY FOUR: Talanoa Ako with Secondary Principals

The following case study provides comments and insights from three principals of secondary schools in Auckland with very high numbers of Pasifika students.

CASE STUDY 4: Talanoa ako with three secondary principals from Auckland schools with high numbers of Pasifika students

Introduction

Successful education outcomes for Pasifika students are based on effective partnerships between students, schools and parents. Looking after teachers is important to ensure they are capable in the classroom. Students need to be teachable, they must be keen to learn, equipped with personal skills such as language, culture, personal presentation, values. Parents know how to support good teachers and motivate students.

Contexts

The majority of Pasifika students are in schools with non-Pasifika principals. The majority of Pasifika students are in decile 1-3 schools and are overrepresented in integrated schools.

Society cannot be isolated from teaching and students in school. Schools try to go out there for their students but do not have the expertise. Coordination is important and for decile 1 schools, it's all about perception and working to change that perception that is sometimes negative. It is not easy to identify students in our schools who had participated in early childhood education. Primary schools give their data but don't have tracking information available. All principals wished that Mangere has 10 times the number ECE services available, which will contribute to strong foundations for student achievement.

It helps working with Pasifika if you have had the experience of being an outsider. When we are talking about Pasifika students, it is our teachers that we need to invest our time in to get the outcomes for achievement. Teachers need to be able to connect with their students.

NCEA is working for Pasifika student achievement. Pasifika students are resilient they operate in

mutually exclusive worlds –church, school, peers, community and family. Family values do not equal values of friends. The values of the church do not always equal values of the school. Pasifika students move in and out of these worlds without going insane. Pasifika students are proud and are resilient.

Transition issues range from primary to secondary and leaving local schools to go into the city. Relationships with other schools have to be agreed to. Most enrolment happens the day before school starts because Pasifika communities don't see early enrolment as being important. Discussion happens with primary teachers when assessments are done at year 9 and information is passed on about what is needed for year 9 students to get a good start. Principals need to be working together for achievement outcomes.

Achievements

Successful outcomes for students are that they are confidently taking steps into further study, career pathways or employment. There is a delicate balance between academic and trades. The potential lies within Pasifika students, within families and within various cultures which needs to be realised. Increasingly there is not just one Pasifika culture existing behind students but a variety of cultures, and these should not be ignored.

These secondary schools offer technology to contributing schools. Over the years this has broaden to include art and music to year 7 & 8 students and this has smoothed transition for students into secondary schooling. Year 9 deans spend a lot of time liaising with contributing schools. They share data and manage face to face meetings to share information. Good relationships between secondary and contributing schools have supported students to cope in Year 9.

Acknowledge students for who they are and what they bring, using their languages in prayers. Invite families to come to school and powhiri (welcome) them. To engage with Pasifika parents you need to resource it and have a reason for why they need to come.

Collecting and analysing data helped to show the worst behaved students in one of the schools and this was used to find solutions together with teachers from the same ethnic group and reach out to parents, communities and church leaders:

- The school reaches out to parents to work together. Invitation letters for parents' meetings are hand delivered with the right people delivering;
- Data is shown and parents are asked what their dreams and visions were for education, and what they could do to help students improve. Parents gave the usual answers about their aspirations and when students gave feedback on what they wanted, they included the need for parents to recognise their strengths, stop shouting and hitting, and provide requirements for learning;
- Provided parenting skills training in the school and Home School Partnership Programmes so that parents feel they can support and be effective in helping their children;
- Look at the issues philosophically. At Secondary level we are dealing with adolescence, school is the place for them to be themselves and develop. School is often a place where home and family values, and, school values might be working against each other; and
- Adolescents are at transition, to higher levels of education or work.

Conclusions

It is a challenge for the secondary sector to share successes with other schools. The principals are working in schools with 80% or more Pasifika students on the roll. There is something distinct and special in a school where Pasifika is predominantly the main ethnic group. Successful initiatives are not always easily transferrable to other schools. "Many of the things that we work with in our schools lie outside what is normally expected in secondary schools in Aotearoa New Zealand".

What works for one principal may not work for another. There are ongoing adjustments at school. Sometimes, it is a leap of faith, nothing happens in a 1,2,3 sequence. Can't take the things that work for us and put it on other schools and think it will work.

This talanoa ako with principals showed the challenges they faced both in school and in developing relationships with their communities. There was a strong need to understand Pasifika student contexts as well as developing relationships with parents, families and communities. A culture of blame was not shown by these principals and together with communities they were finding ways to co-construct learning conversations together.

5.6.7 Progress on Implementing the Pasifika Education Plan 2008-2012

The 2008 Monitoring Report on the Pasifika Education Plan 2008–2012 was released in December 2009, the delay due to the time taken to finalise the refocused Pasifika Education Plan 2009–2012. This revision reflected the changing government authorising environment and will be discussed in Part Five.

The 2008 Monitoring Report[91] showed progress being made since 2007. Pasifika learners have shown marked improvement in many areas of education compared to national trends. A summary of progress showed that Pasifika participation in early childhood education has continued to improve with 9,103 Pasifika children aged 2 to 4 years enrolled in licensed early childhood services. More Pasifika children were accessing early intervention services up to 739 children in 2008. The number of registered Pasifika early childhood education teachers in 2008 was 808, important in making sure that Pasifika services met the teacher registration requirement of having 50% of their teachers being registered. Data from the monitoring report also showed that of the 139 Pasifika character services, 105 had met the teacher qualifications requirement by the end of 2008.

In compulsory education, of all 2008 Pasifika school leavers, 84% achieved the NCEA Level 1 literacy and numeracy requirements, 63% achieved NCEA Level 2 or above and 23% achieved a university entrance standard. More Pasifika teachers were teaching in 2008 (1,267), an 80% increase from 2000. However, ERO reported that a significant percent of all schools across the country (86%) were not comprehensively responding to the needs of Pasifika students, many of these schools do not have any Pasifika students. Suspension rates for Pasifika students continued to decrease between 2007 and 2008 after prior years of steady increase, however, expulsion rates for Pasifika students have showed large

[91] A summary of progress is included in Table 9, Chapter Two.

fluctuations since 2000, and, increased since 2007 by 29% to 5 per 1,000 students. In 2008, 29% of schools with the highest proportions of Pasifika students had equivalent Pasifika representation on their boards of trustees.

Progress in tertiary education showed that for Pasifika students aged 18 to 24 years participation, retention and completion rates were plateauing or slowing. For those who enrolled in level 4 and above qualifications in 2004, 37% completed this qualification in 2008, those first enrolled in 2007 had a first-year retention rate of 70% which is a decrease of one percentage point from students who first enrolled in 2006. In 2008, the percentage of Pasifika peoples aged 18 to 24 years in level 4 qualifications and above was at 21%. In 2008, the participation rate in postgraduate study was 0.6% of all students.

In education sector-wide the MOE strengthened its relationships with other agencies, collaboration being critical to the success of the plan and Pasifika achievement. MOE staff continue to develop their understanding of Pasifika contexts and issues which ensured that the goals in the plan were realised internally and factored across the MOE's work.

PART FIVE

5.7 PASIFIKA EDUCATION PLAN 2009–2012
Refocusing the Plan, Leading from the Centre

The general elections of October 2008 saw the government authorising environment change with a National-led government coming into power and in early 2009, the Minister of Education asked the MOE to revise the Pasifika Education Plan 2008-2012 to reduce its size and refocus it on this government's education priorities. Reducing the plan's size meant making sure that the actions were the key actions that would make the biggest difference to achieving the plan's goals and targets. As with previous plans the Pasifika unit led the revision of the plan across the MOE in association with the Education Review Office, Tertiary Education Commission, New Zealand Qualifications Authority, Career Services, the Teachers' Council, the PAG and the Ministry of Pacific Island Affairs,

The revised plan focused on Government's education priorities for Pasifika, building strong learning foundations to ensure that Pasifika students participate, engage and achieve their potential at each stage of their learning. Transitions had been identified as difficult for Pasifika students in previous plans and this revision also aimed to make sure that transitions from one stage of learning to the next were smooth and more effective. Lifting Pasifika literacy and numeracy achievement in schools and making sure that Pasifika students can read, write and do maths better continued to be important. Building in the National Standards in Literacy and Numeracy as benchmarks to inform teaching practices, and using plain language to report to parents so that they know how well their children were doing in relation to other children, were new elements included in this plan, though there has been a long term focus on literacy and numeracy. The plan also aimed to continue the focus on increasing the number of Pasifika students achieving and leaving school with qualifications**,** enabling them to enter the workforce or go into further education and training.

5.7.1 Talanoa Ako 2009

Information gathered through talanoa ako included two meetings of the PAG and the 2009 talanoa ako series. These events were conducted alongside the review of the plan. Talanoa ako held during 2009 differed from the previous years' series in that this time the priorities

and themes were identified by MOE's Regional Offices using local data to identify key priorities and target participants. This approach anchored the talanoa ako on a key theme and focus which was narrower than in previous years, but intended to create deeper conversations and discussions. Consistent with drafting of the previous plans, using the tool Fatu'anga Kakala (Strategic Value) showed that it was important to ensure that the requirements of the authorising environments and public value were met. The MOE's capability to meet these was shown through toli (information analysis), tui (drafting and strategy formulation) and luva (everyone responsible and accountable). The results were that information gathering ensured that relevant and most up to date information was used, drawn together in triangulation and analysis, and when the plan is released publically – handed over to the rest of the MOE, sector, agencies, families and communities to collectively achieve.

2009 saw the handing over of identifying priorities for the talanoa ako series from the Pasifika unit in National Office to Regional Offices. The talanoa ako series were initially driven nationally by the PMP from 1993-2000, then were driven by the Secretary for Education and the PMP from 2001-2008 through agreeing to themes and workshop questions to be used nationally, enabling a national picture to be drawn together, and 2009 saw the talanoa ako series themes, questions and targeted participants identified regionally. The Secretary for Education was still the keynote speaker with Deputy Secretaries responsible for the key priority areas identified, speaking and leading workshops. Information drawn from the talanoa ako series and PAG meetings of 2008 and 2009 are drawn together in the table below.

Table 31: Common Themes Drawn from Talanoa Ako 2008 and 2009

	Early Childhood Education	Compulsory	Tertiary	Education sector-wide
Contextual Factors	• Good governance, management, relationships with parents and community, safe environments • Literacy and bilingualism	• Hearing what other schools are doing to raise achievement and what is working for Pasifika students	• Centre-based training to be available to educators	• Who defines quality? • Pasifika 'think tank' to re-define and re-think ECE and Early Intervention for Pasifika • Transitions & partnerships across all sectors
Systemic Factors	• Assessment processes for Early Intervention to help professionals make informed decisions, services to have better behavioural management systems	• More Pasifika teachers and teachers who understand Pasifika students, their cultural and social contexts, with high expectations	• Qualified teachers and personalized professional development delivered in Pasifika languages	• More talanoa ako providing opportunities for networking • Raising all school board's understanding of Pasifika contexts
Structural Factors	• Meeting and sustaining quality standards in Pasifika provision and programmes for children.	• Retention of Pasifika teachers in the education workforce • Pasifika teachers' career progression into senior management and principalship	• Quality of training programmes, research on what is working and using these to effectively address access, quality and participation issues	• Translating community needs into policies • Successful transitions across all areas
Service Factors	• Information on the value ECE and Early Intervention provided in Pasifika languages	• Families and parents to be more engaged, understand the system and support their child's educational needs and aspirations	• Better access to information regarding scholarships, tertiary study and careers	• Need to see whether the solutions are working • Importance of follow up actions from talanoa ako

5.7.2 Ngaahi fekumi (Literature Review)

It was clear from the data collected and evidence from research, that the performance of the education system must improve urgently for Pasifika peoples so they can realise their potential and gain the skills, knowledge and qualifications they need to make a strong contribution to Aotearoa New Zealand's productivity and well-being. This is not a new finding but it is an important one to keep reminding everyone and to put pressure on necessary actions to be identified and delivered.

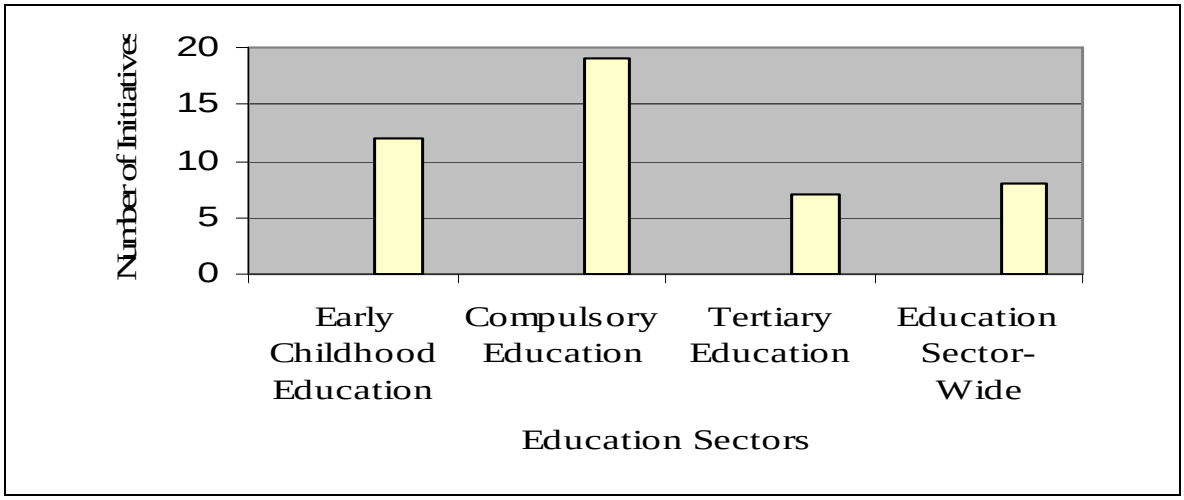
Ngaahi Fekumi (Literature Review) is grouped into the following broad areas

- The significance that ECE and its contribution to learners throughout their schooling and entrance to adulthood (Competent learners (Wylie, C.; Hodgen, E.; Ferral & Thompson (2006); Mitchell, L. Wylie, C. & Carr, M. (2008); Wylie, C., & Thompson, J. (2003);
- Pasifika students tend to be concentrated in lower levels of achievement (NEMP, 2006) and Pasifika adults have lower English literacy and numeracy levels than other ethnic groups, levels that have not changed in about a decade (Satherley, P. & Lawes, E., 2008, PISA (2006);
- Teacher expectations (Rubie-Davies, C., Hattie, J., & Hamilton, R., 2006);
- Impact of parent involvement and support (Biddulph, F., Biddulph, J., & Biddulph, C. (2003); Gorinski, R. & Fraser, C. (2006)
- Importance of cultural contexts (Bishop, R., & Glynn, T. (1999);
- Successful projects such as Shared Accountability in Literacy Learning (McLachlan, 2004); Literacy, Reading Together (Tuck et al, 2007); Early Childhood via Primary Link Project;
- Co-ordinated policy, implementation and research-informed teacher professional learning and enquiry (Ferguson, Gorinski et al., 2008; Timperley, Wilson, Barrar and Fung, 2007); and,
- Impact of pedagogical leadership on achievement (Robinson, Hohepa and Lloyd, 2009).

5.7.3 Ngaahi Ngāue (Policy Stocktake) 2008-2009

The actions agreed in the Pasifika Education Plan 2009–2012 provided information on the policy initiatives that were currently in place, many of which had been in place since previous policy stock takes. This stocktake is graphed below.

Figure 59: Ngaahi Ngāue (Policy Stocktake): 2008-2009



Significant in this stocktake is doing more with less as a result of the tight fiscal situation in Aotearoa New Zealand, alongside the rest of the world. While fewer initiatives might be interpreted as backward sliding, it is important to note that these actions have been identified as the key actions for raising Pasifika achievement and improved outcomes. This is not about being busy, but it is about being more targeted and tailored in doing the things that are important and critical to shifting outcomes.

5.7.4 Triangulation and Analysis of the Information Gathered Using Tolu'i Founga (Development)

The information gathered point to the need to be sharper in focus, to go deeper and to target areas with the highest Pasifika populations because despite some progress being made, Pasifika students were still not achieving as well as other students. The performance of the education system must also be improved urgently and while this factor had been identified previously, it needed to be further emphasised so that Pasifika peoples can realise their potential and gain the skills, knowledge and qualifications needed to make strong contributions as citizens of Aotearoa New Zealand.

Table 32: Summary of Analysed Information Using Tolu'i Founga (Development)

Areas of focus and evidence point to these priorities being key:

- Concentrating on increasing participation in quality ECE services;
- Early identification of issues such for early intervention;
- Building strong learning foundations so Pasifika students can participate, engage and achieve at each stage of their education;
- Lifting Pasifika literacy and numeracy achievement in schools;
- Implementing National Standards in reading, writing and maths to know where students are, and provide effective teaching strategies to raise achievement;
- Using plain language to report to parents on literacy and numeracy achievement;
- Increasing the number of Pasifika students achieving school-level qualifications; and,
- Increasing participation and attainment in higher tertiary education.

5.7.5 Cabinet Approval and Public Release

The Minister of Education presented the Pasifika Education Plan 2009–2012 to the Cabinet Social Policy Committee meeting on the 9 September 2009 and it was approved. Cabinet, on the 14 September 2009, confirmed the revised Pasifika Education Plan 2009–2012 as:

> The government's strategy for improving educational achievement for Pasifika peoples and noted that the revision was undertaken by the MOE in association with the Ministry of Pacific Island Affairs, the Education Review Office, the Tertiary Education Commission, the New Zealand Qualifications Authority, Career Services and Teachers Council. (Cabinet, 2009, p. 1)

It was time to prepare the plan for publication and release. The foreword was signed by both the Minister of Education and Minister of Pacific Island Affairs stating that:

> Lifting Pasifika educational achievement is a priority … We want everyone in the education sector to concentrate on what will make the most difference … The Pasifika Education Plan encourages personal responsibility, promotes collective accountability and emphasises the importance of urgently lifting Pasifika achievement. (Ministry of Education, 2009i, p. 1)

The Secretary for Education's message in the plan confirms the importance of

> an education system that embraces the cultural needs of Pasifika students and enables them to reach their full potential … By working together we can all be part of a future where Pasifika are enjoying educational success. Every young Pasifika student can be, and deserves to be, part of this achievement. Only then can we say that we are on the way to realising the vision expressed in the Pasifika Education Plan … The education system must work for Pasifika so they gain the knowledge and skills necessary to do well for themselves, their communities, Aotearoa New Zealand, the Pacific Region and the world. (Ministry of Education, 2009i, p. 2)

The plan was launched by the Minister of Pacific Island Affairs on behalf of the Minister of Education at the Cook Islands community hall in Flaxmere, Hawkes Bay, on the 27 November 2009. The Minister handed the plan over to representatives of families, students, principals, teachers from across all education sectors, central and local government, Pasifika communities and education agencies. This was a symbolic way of showing how Pasifika education success is a shared responsibility, the hand over symbolism was used in previous plan launches. In her speech, the Minister of Pacific Island affairs said that:

> the revised Pasifika Education Plan 2009-2012 is a key stepping stone to raise Pacific education results … Pacific young people are our future workforce … "It is critical that we have a coherent and effective approach for Pacific students from early childhood to tertiary education … I am also pleased to see a strong emphasis on acknowledging culture and identity. It is identity which binds Pacific communities together, strengthening and affirming New Zealand as a Pacific nation. Over the last two decades we have seen enormous progress in the

> achievements of young Pacific people from early childhood education through to tertiary qualifications, skills, professions and business. But now we need to urgently build on that platform to ensure that all Pacific children have the chance for success in their education and their future. (Minister of Pacific Island Affairs, 11am 27 November, 2009)

5.7.5.1 Narrative Nine: Targeting and Tailoring

The review of the plan, the fiscal constraints across the public service, the need to go faster to achieve the plan's intentions sooner, coincided and demanded further collaboration, targeted and tailored approaches. Targeted and tailored approaches required more in depth knowledge and understanding of the root causes, effective engagement, collaboration and aligned services, monitoring outputs and evaluating their contributions to outcomes.

While Pasifika ECE enrolments have increased rapidly over the last few years, Pasifika children still have the lowest levels of participation in ECE and therefore lower chances of identifying issues that may need early intervention, and varied English literacy knowledge and experiences on school entry. A key project for achieving the ECE goals of the plan is the Counties Manukau Participation Project (CMPP). This narrative is about the CMPP, a targeted and tailored approach to raise Pasifika participation and encourage engagement in ECE in Counties Manukau where the highest concentration of the Pasifika population lives.

NARRATIVE 9: Targeting and Tailoring, the Counties Manukau Participation Project (CMPP)

Targeting is making sure the goals and targets of the Pasifika Education Plan 2009-2012 are achieved in areas with high Pasifika populations: Auckland, particularly South Auckland (Counties Manukau/Tamaki) which has 73% of the total Pasifika student population); Tokoroa; and Porirua. Tailoring is making sure that initiatives work for Pasifika children, parents, families and communities.

The Counties Manukau area has been prioritised due to significant disparities in participation (particularly for Māori and Pasifika communities) and apparent lack of services to meet demand in the area. This market failure requires direct MOE intervention. This targeted geographic approach focuses interventions using the existing universal tools of policy and funding, used in a targeted way to provide more value for money in a restricted fiscal environment. For example the ECE Discretionary Grant Scheme (DGS) and some teacher supply initiatives are better aligned to this approach.

The MOE's Northern Region accounts for 38.3% of the total 0-4 year old population of the country as a whole. The most substantial 0-4 year old cohort in the region is in the Counties Manukau area. Manukau City alone comprises 10% of the total national 0-4 year old population.

CMPP aims to increase participation in quality early childhood education (ECE) within Counties Manukau by low participating communities. The project focuses on the following areas:

1 at the time **Effective engagement, Promotion and Quality transitions**

This provides tailored support for vulnerable parents and families with children under five, in target communities in priority areas, support transition from ECE to schools for families and their children, including targeted expansion of the Promoting ECE Participation Project (PPP), the Parent Mentoring Programme, and identifying local solutions that meet the specific needs of non-participating children and their families. Improved quality is also targeted through improved governance and management, increased long term viability across the ECE network and increased responsiveness by the ECE sector to the needs of low participating communities.

2 **Improved interagency collaboration**

This is achieved through joint central and local government ECE objectives with agreed implementation responsibilities, alignment of ECE network development with local authority plans and integration of ECE into cross-agency initiatives

3 **Monitoring and Evaluation**

The success of the project will be measured through lasting improvements in participation and teacher supply in hard-to-staff areas.

CMPP took a thorough analysis of the ECE network in the area, prior participation, waiting lists and reasons for non participation, helping to identify targeted and tailored actions. This analysis concluded that there was little relationship between the levels of service provision and unmet demand. Some explanations may lie in the significant differences between the population characteristics of the low- and high-participation areas.

Discussions

- A high proportion of families in Counties Manukau are Māori or Pasifika and it is possible that some of the mainstream services may not fit well with their cultural and language needs;
- Many families in Counties Manukau are unemployed or otherwise receiving a welfare benefit. As they are not working, they may be less likely to require ECE for its childcare component. Many of these families may believe that they do not require ECE, given that adults are at home to look after the children because a strength for these Pasifika families is their approach to child rearing practices where the whole extended family has a role to play in socialising children into socio-cultural values, language, skills and knowledge which may not be valued and understood in non-Pasifika all-day teacher-led services, and, are therefore unlikely to be well-matched to these families' requirements;
- Incomes are lower in Counties Manukau. Although most ECE services offer Free ECE for the first 20 hours, there are other costs that may be obstacles to ECE attendance. There may, for example, be optional charges at the ECE service or transport costs where families may have to travel long distances to their preferred ECE service; and,
- There may be a level of not understanding the benefits of ECE participation or that the definitions of quality for ECE provision that the MOE uses are not understood by families who may have different quality definitions to those of the MOE's. ECE participation may be low on these families' list of priorities.

A better understanding of the causes of low ECE participation was critical to making sure this targeted and tailored approach worked for Pasifika peoples. If low participation was likely to include reasons besides low service provision, then it would be useful to focus on the characteristics of those who were not participating and on the reasons they may not be

doing so. There are the interrelated issues of Pasifika child rearing practices and extended family involvement in looking after, and bringing up children where the value lies in children getting to know their cultural values, language, family connections and relationships and contexts in both Aotearoa New Zealand and their Pacific home countries of origin. This might mean that parents may have to consider choices between family practices and the evidence about the long term education gains that can be made by ECE participation or that the MOE find ways through policy contexts and practices that would enable home values and practices to be vehicles for early learning.

Policies that addressed these reasons were likely to be the most successful in lifting ECE participation rates in low-participation areas. More in-depth, interview-based evaluative work is likely to provide better insights into actual reasons for low Pasifika participation.

5.7.6 CASE STUDY FIVE: The Auckland Pasifika Strategy

Auckland is the most significant region for Pasifika education, the region with the highest percentage of the Pasifika population in Aotearoa New Zealand. Education must work in this region where nearly 73% of Pasifika students in the country live and attend education services.

CASE STUDY 5: The Auckland Pasifika Strategy

Introduction

This case highlights the importance of improved capacity and capability in the Auckland Region. For a number of years, this has been a concern to the PMP and ongoing discussions and commitment have been realised in the creation of a Pasifika team in the Northern Region, working across Early Childhood and Regional Education and Group Special Education, the first team working in this way across two groups in the MOE's regional offices.

The majority of the Pasifika population in Aotearoa New Zealand live in the Auckland region and therefore the Pasifika Education Plan must work in Auckland to make a real difference to the Pasifika education profile. The Auckland Pasifika Strategy (APS) is a framework for the Northern Region: Counties-Manukau, Waitakere City, Auckland City, North Shore City and Tai Tokerau. The APS outlines 'how' the Pasifika Education Plan (*Plan*) will be achieved in the Northern Region with the targets and actions being contextualised to the region. The NR Pasifika team is a team that had grown from a single Pasifika Coordinator position, and, supports teams and districts to achieve the APS. A new Pasifika Team was established in the Auckland Regional Office at the end of 2007 with a manager and three Pasifika Coordinators.

Contexts

The Pasifika Education Plan 2009-2012 aims to lift the educational achievement of Pacific peoples from early childhood education through to tertiary education. The key goals of the plan are to:

. build strong learning foundations;

. lift Pasifika literacy and numeracy achievement in schools and

. increase the number of Pasifika students achieving and leaving school with qualifications, enabling them to enter the workforce or go into further education and training.

The Auckland Pasifika Strategy will be consistent with the four focus areas of the plan (Early childhood education; Compulsory education, Tertiary education and Education sector wide).

The Strategy will align with regional ministry and partner agencies' business plans, delivery and reporting. The Northern Region Pasifika team will support teams/districts and Regional Management Teams, in partnership with Fofola e Fala (the Northern Regional Pasifika Advisory Group) to monitor progress and ensure strong alignment to the plan.

Practices

The APS is drawn off the Pasifika Education Plan and is grouped into four themes:

1. Empowering schools, providers and Pasifika communities – focus on building schools', education providers' (ECE and tertiary settings) and communities' confidence to engage, take ownership and lead change to raise achievement for Pasifika
2. Building Pasifika capability & responsiveness – building Pasifika internal capability including strengthening the Northern Region Pasifika Advisory Group. Interagency work needs to be relevant and accessible for Pasifika communities
3. Effective gathering and utilisation of information and research – ensure that the data gathered informs and supports the achievement of the goals and targets of the Plan. Providing evidence to Pasifika communities and the sector about what is making a difference to Pasifika achievement
4. Monitoring progress –ensuring the Ministry of Education and key educational partners are contributing to the achievement of the goals and targets of the plan.
5. Building the capability of MOE staff to lead change for Pasifika success

Achievements

Progress has been made in a number of areas:

- Improved focus and responsiveness internally within the region on achieving the Plan's goals and targets;
- Strengthening Pasifika regional advisory group with strong links to the National Pasifika Advisory Group;
- Increased engagement with communities, schools/principal associations and church groups;
- Implementation of targeted communications plan for the region;
- Better Co-ordination of the Auckland Pasifika interagency group;
- Working with MPIA, other agencies and local government on relevant projects and initiatives to raise achievement for Pasifika;
- Creating opportunities to hear directly from young people through Fono;
- Raising understanding within the MOE's staff and front line service providers about Pasifika contexts and its impact on participation, engagement and achievement.

Conclusions

As a result of improved Pasifika capacity within the Northern Region, there is better understanding of the work in the region with increased ability to collate a stocktake of all MOE NR Pasifika initiatives and projects across all functional areas. This helps the region to identify gaps in provision and address these where possible or identify appropriate areas for providing targeted solutions.

There has also been better data sets established across the region providing better information on achievement and progress of Pasifika students, and identifying what makes the most difference to Pasifika student achievement and better understanding of the role of the MOE.

There has been increased reach across the region and presentations creating more understanding of the Pasifika education profile with increased trust in the MOE by Pasifika communities.

Led by the Auckland Pasifika Team, the APS has been successful in drawing down the plan for Auckland and making effective connections across all divisions within the Regional Office, Pasifika communities and the education sector.

5.7.7 Progress on Implementing the Pasifika Education Plan 2009-2012

The first monitoring report on this plan will be available later in 2010 and will be measured against the baseline report established in the 2008 Monitoring Report on the Pasifika Education Plan 2008–2012.

5.8 Conclusions

This Chapter reviews and draws off the information gathered by the MOE and used in developing the first plan Ko e Ako ‘a e Kakai Pasifika released in December 1996 and later Pasifika Education Plans released in 2001, 2006, 2008 and 2009. The three approaches of talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake) brought together comprehensive information from which to draw and analysed using the tool Tolu’i Founga (Development).

The structure of the first plan has been retained in all plans, having four sections of early childhood, compulsory, tertiary and education sector-wide and, recognising that significant themes run across these four sections such as literacy and numeracy, families and communities engagement in education, effective teaching, governance and leadership, and provider responsiveness, with strong levers of presence, engagement and achievement being important across all areas.

The use of the annual talanoa ako series has become known and trusted by Pasifika communities and helped to build closer relationships with the MOE. This relationship and trust has enabled conversations and discussions to be held about difficult issues such as church and its importance, influence and impact on Pasifika families.

In 2009 the talanoa ako series was reviewed and a new format used where the theme and focus were narrowed but the discussions went deeper, and follow-up actions to the issues

raised were timelier. Over the years though, the strength of the talanoa ako has been in drawing information into the MOE for use in strategy development. This thesis notes that most of the issues raised at talanoa ako have already been raised before, indicating that finding and implementing solutions by a large and diverse education bureaucracy and sector has been frustratingly slow moving.

Talanoa ako had acted as change agents for both MOE and community, in managing complex demands from diverse communities within existing policy and resourcing environments, with rich discussions, using a formula that works, in a reciprocal nature where the MOE and Pasifika communities were both winners. Pasifika communities get to have a say on the things that will help them raise achievement, the MOE gains better insights into Pasifika communities, what they think and what might or might not work, give information and gain support for education, and, identify solutions.

The plans aimed at influencing the whole education system to be successful for Pasifika students and young people, and this chapter saw ongoing policy adjustment in the face of evidence, evaluation, and feedback from Pasifika communities and education stakeholders, that resulted in updating and reissuing the plan, consistently used in all five plans. Ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake) have both shown increased research, evidence and policy formulation and initiatives since the first plan was released in 1996, with evidence driving strategy and policy initiatives making sure that the goals and targets of the plans were achieved.

The four tools created for use in this thesis have been used extensively throughout this Chapter. The first tool was used to retrospectively triangulate, analyse and critique the information gathered by the MOE through talanoa ako. The second tool reviewed the planning processes before holding talanoa ako and follow-up afterwards in terms of relationships, performance, alignment and Pasifika voices gathered. The third tool reviewed whether the processes of drawing Pasifika strategic plans met authorising environments expectations and used Pasifika values, methodologies and theories to create value for Pasifika and non-Pasifika peoples. The fourth tool reviewed whether the plans provided the national agenda for Pasifika education. These four tools have successfully integrated

Pasifika and non-Pasifika theories, to draw on Pasifika voices to influence strategic planning.

This chapter has also used the autoethnography approach through narratives and case studies to enable narrative visibility to be able to dialogue and analyse the information collected beyond the PMP. Insider/outsider discussions and active participant perspectives were also woven throughout this Chapter, adding valuable insights to the discussions and conclusions drawn.

Questions can be raised about the validity and reliability of the information drawn from the talanoa ako. The discussion on validity and reliability in the methodology, Chapter Four above, is drawn into the following discussions. While Trochim's discussion was about showing reliability and validity by using the comparisons of verbal and written test scores, this thesis proposes that reliability and validity has also been shown through the consistency of information drawn together over time, through talanoa ako held with different ethnic and combined groups spread across the country, covering different sectors of education, many professionally based groups, parents, families and communities, and, students and educators. The comparison across the four measures, while estimating the reliability of the measure, show consistency across different factors.

Figure 60: Reliability and Validity

		Concept	
		Same	**Different**
Method	**Same**	**Reliability** Issues raised at talanoa ako fono were consistent across the country	**Not Discriminant** Similar issues were raised by different ethnic groups with slight differentiation
	Different	**Convergent** Reports from discussions were consistent across sectors, ethnic groups and regions	**Not Very discriminant** Issues reported by groups from different levels of education were similar

Adapted from Trochim, 2006, p 11

The first cell on the upper left shows the comparison of the verbal information received during the talanoa ako which when written and sent to communities came back with a high level of agreement to the information collected, this cell confirming the reliability of the information gathered. The cell on the lower left is looking at convergent validity. This cell shows comparisons across workshops and small group discussions, whether they were organised into Pasifika ethnic groupings, sector or professional groupings. There was a high level of similarity in the information gathered and the PMP observations during discussions, recorders' notes written during workshops, and groups' report backs, suggesting convergent validity.

The cell on the upper right shows the comparison of the information given at talanoa ako with the written evaluations of these events. This comparison invariably led to suggestions for how the talanoa ako could be better organised in the next round but there was no real discriminant between evaluations and workshops. The author had expected that there might be discriminant feedback if the MOE was not doing something of value in having talanoa ako with Pasifika communities. Finally, the cell on the lower right represents a comparison between talanoa ako held with Pasifika communities, providers, and professional groups. This is trying to compare feedback from different levels of communities through to professional levels. Again, there was no significant discrimination in the issues raised other than perhaps the professionals thinking about resourcing issues more, though communities raised these as well. The author suggests that this does not provide a discriminant against validity, hence the suggestion that the information gathered through the talanoa ako series over the years were both reliable and valid. This discussion validates the use of the engagement tools and also provides insights into the use of the analytical tools discussed earlier.

The similarities in feedback gathered from different sectors during the initial talanoa ako of 1994-1996 was more interesting because the PMP and MOE staff present had not given any indication to participants about what might go into a Pasifika education strategy, this was the beginning of the process and therefore there was nothing to indicate what might or might not be included.

Leadership was important in not only drawing Pasifika voices into the MOE but also in brokering internal support with management to arrive at coherent Pasifika strategic planning. This required focused discussion helping to clarify priorities, resourcing implications, ownership and accountabilities and balance the tradeoffs between long term planning and immediate to medium term priorities.

CHAPTER SIX: DISCUSSIONS AND ANALYSIS

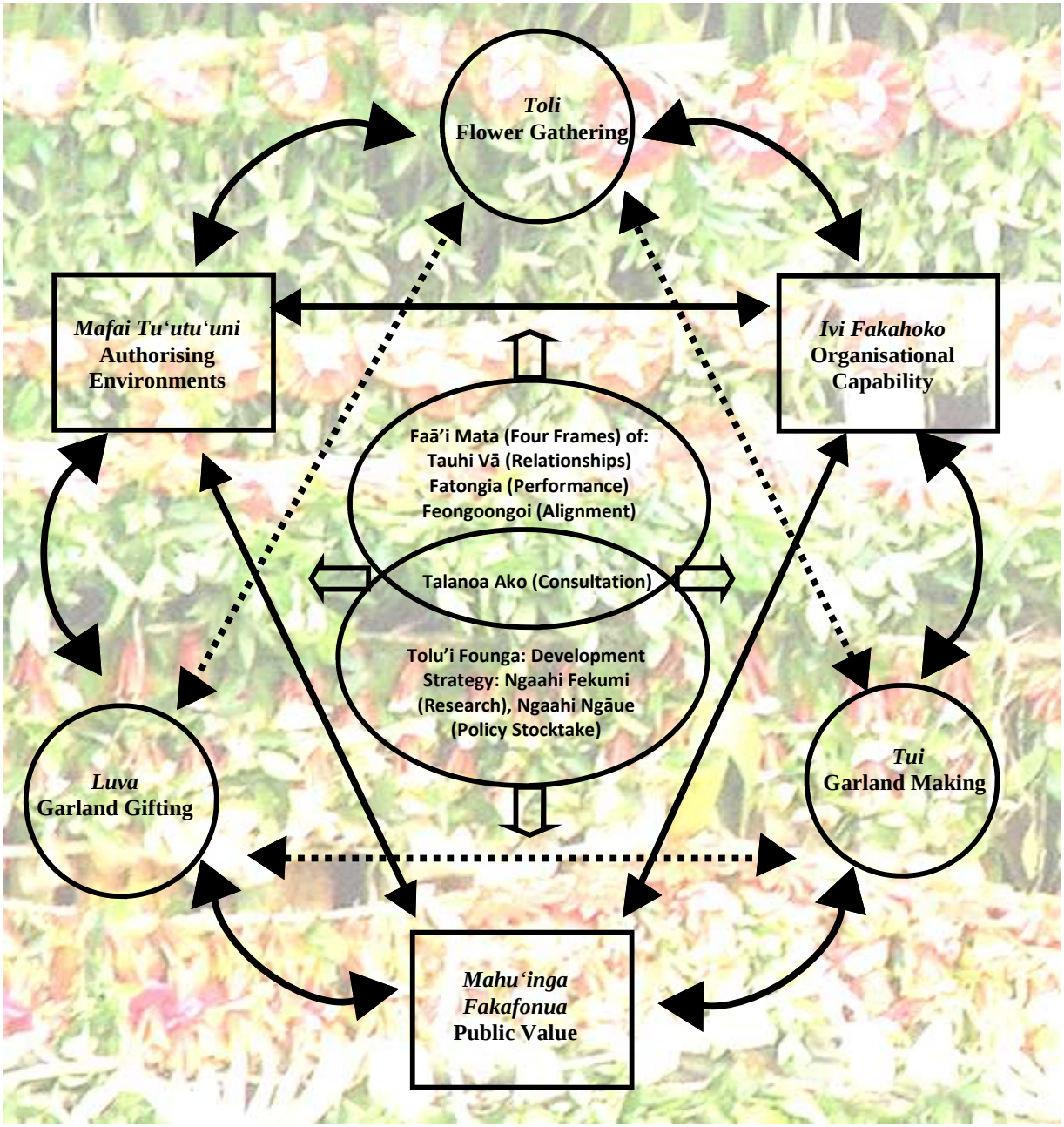


Figure 61: Fanā Fotu (Transformation)

Fanā Fotu (Transformation) brings all the created tools together by placing Faā'i Mata (Relationships) and Tolu'i Founga (Development) at the centre of Fatu'anga Kakala (Strategic Value). This tool is placed against a background of kakala (garland), symbolic of drawing together Pasifika plans with Pasifika worldviews at the centre, with successful integrations of Pasifika and non-Pasifika theories, methodologies, processes and evidence. Fanā Fotu (Transformation) is used to critique the plans on whether they were successful in setting the national agenda, as fanā (flagships), for improving Pasifika education outcomes.

6.1 Introduction

Success in education is clearly critical to Pasifika peoples' social and economic well-being, their ability to participate in the labour market and in further and higher education and training in Aotearoa New Zealand.

This chapter discusses and makes reflective analysis on the information that has been analysed, triangulated and used throughout the thesis to identify what worked and why. As stated at the beginning of this thesis, there were methodological challenges because the author of the thesis is also the Pule Maʻata Pasifika (PMP), and, to address these challenges, the author created tools to separate the work that the PMP did in the Ministry of Education (MOE) and this thesis. These tools are an integration of Pasifika and non-Pasifika tools, methodologies and theories selected for their value and fit for the purposes of this thesis.

6.2 Tools Created for Retrospective Analysis of Processes, Information and Resulting Plans

The tools created for use in this thesis are:

- Tolu'i Founga (Development);
- Faā'i Mata (Relationships);
- Fatuʻanga Kakala (Strategic Value); and,
- Fanā Fotu (Transformation).

The tools are summarised in the table below showing their full titles, the short forms and the purposes for which they were created and used throughout the thesis.

Table 33: Tools created for use by this thesis

Full title	Shortened title	Purpose
Tolu'i Founga: Development Strategy	Tolu'i Founga (Development)	Used to retrospectively triangulate, synthesise and analyse the information gathered by the MOE through talanoa ako (consultation), ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake). Using Tolu'i Founga (Development) for this analysis identified high level commonalities, trends, issues and risks.
Ko e Faā'i Mata ‘o e Tauhi Vā, Fatongia, Feongoongoi, mo e Talanoa Ako: The Four Frames of Relationships, Performance, Alignment and Talanoa Ako	Faā'i Mata (Relationships)	Used to review the processes leading up to and following on from talanoa ako. Tauhi Vā (relationships) was making sure that senior MOE management were feongoongoi (aligned) in terms of the goals for holding talanoa ako, and that common key messages were developed for Pasifika communities. Follow up actions and strategic planning were fatongia (performance), the work that needed to be completed, and that relationships with Pasifika communities were sustained. MOE staff was briefed before the talanoa ako creating more understanding of Pasifika contexts and communities helping MOE staff to be aligned, coordinated and coherent, and to listen to Pasifika voices. It was important that the four frames provided by this tool (relationships, performance, alignment and talanoa ako) worked well together before, during and after the talanoa ako. Enabling strength based internal and external relationships to be developed and sustained over long periods of time helped to gain Pasifika communities' trust and willingness to engage with the MOE since 1994. Strong MOE and education agency alignments also helped to make sure that roles were clear and that a whole strategic view of the education sector was provided.
Fatu‘anga Kakala ki he Ako: Strategic Value Chain for Pasifika Education	Fatu‘anga Kakala (Strategic Value)	Used to make sure that the gathered information was put (woven or drafted) together in ways that achieved Pasifika aspirations and expectations, met Pasifika and non-Pasifika authorising environments' requirements and created public value. The MOE also had to have the capacity and capability to develop plans and hand them across the MOE, over to the education sector, agencies and Pasifika communities for implementation. The plans provided goals, targets and actions for realising better education outcomes for Pasifika peoples in Aotearoa New Zealand. This process helped to analyse information in ways that made sense to Pasifika communities as well as the education bureaucracy and meeting public sector processes. This also helped to identify gaps in provision as well as possible solutions, gained approvals from MOE's leadership, ministers and cabinet, and, brokered education agencies' ownership and responsibility for the plan's goals, targets and initiatives or actions to make sure they were implemented and reported against. This is about everyone working collaboratively together.
Ko e Fanā Fotu ‘o e Ako: The Pasifika Education Transformation Agenda	Fanā Fotu (Transformation)	This tool is used to see if the resulting plans were successful fanā (flagships) leading the sector towards improving Pasifika education outcomes. If the plans were successful fanā, then they should have provided the national agenda for Pasifika education and acted as rallying points, encouraging collective responsibility and accountability by the education sector, education system and Pasifika peoples. These were the issues that this tool sought to answer.

6.2.1. Tolu‘i Founga (Development)

This thesis has used the three part Tolu’i Founga (Development) of talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktakes) to retrospectively organise, analyse, triangulate and reflect on the information gathered by the MOE for developing Pasifika education strategies. These processes are further discussed below.

6.2.1.1 Talanoa Ako

This section is discussed in more detail given that talanoa ako is a significant part of Tolu’i Founga (Development). The first talanoa ako held with a wider group of Pasifika peoples was in 1994 and it was the beginning of a journey for the MOE to get to know Pasifika communities’ expectations and aspirations for education as well as for communities to get to know the MOE and its roles and priorities. Analysis identified that community views collected from the first series of talanoa ako focused mainly on funding, resourcing, structure and planning. Later talanoa ako showed a change in the Pasifika voice towards communities offering support and wanting to help. Some topics appeared every year, such as the importance of early childhood education and of qualifications; the need for Pasifika peoples to be involved at all levels of education decision making; the need to value Pasifika cultures, languages and identities; and the need for more Pasifika teachers.

The analysed and triangulated summaries of all talanoa ako used in the development of five plans is discussed in Chapter Five (see Appendix Two). Information is organised into the four sections of the plans – early childhood education, compulsory education, tertiary education, and education sector-wide, and then sorted into contextual factors, systemic factors, structural factors and service factors. Contextual factors were to do with factors such as family aspirations, wealth, student perceptions, family connections and the circumstances surrounding Pasifika learners. Systemic factors were to do with the whole education system, such as school practices, leadership and governance. Structural factors were about the way the system was organised, such as curriculum levels and the qualifications framework, sector approaches and governance structures. Service factors were about the practices of a particular service and the way they interpret and meet regulations and delivery that affect Pasifika peoples. Arranging information in this way helped to clarify the issues further and identify what solutions might be possible and where

responsibilities for implementation might lie. Sorting Pasifika information further in this way helped to show that a variety of factors have contributed to low Pasifika achievement (Tongati'o, 1998).

Highlights from talanoa ako over the years showed that in early childhood education, community voices initially raised the need to build infrastructure and address issues of access, affordability and quality. Solutions have ranged from acquiring capital such as land and buildings, improving Pasifika teacher supply and producing learning resources, through to improving service quality and information about the value of education being available to parents, families and communities. As time went by, there was more concern for understanding the value of early childhood education, transitions from Pasifika early childhood education services to mainstream primary education, assessment processes for early intervention for children with special needs, governance and management, and literacy and bilingual education. Pasifika peoples wanted the same high standards as other early childhood education services.

Over the years the Pasifika voice shifted from the immediate and individual early childhood education centre or ethnic specific issues to issues at the macro policy level, where the greater good was seen in the contexts of quality early childhood education and concerns for viability and sustainability. The drive for more qualified educators has also unexpectedly led to demand for more Pasifika early childhood education services. It seemed that most qualified Pasifika educators wanted to own and run their own service. This was not always possible when long-term affordability and costs regarding building infrastructure and operational viability were considered. Strong strands running through these voices were that Pasifika cultural contexts were important in making sure that Pasifika languages, values, cultures and philosophies were maintained (Bishop, 2003, Cahill, 2006 both cited in Fergusson, Gorinski et al., 2008).

Unpacking the Pasifika early childhood education journey further helped to review the effect of Pasifika voices being heard by the MOE over the years. These voices wanted more resources to get services licensed and increased resourcing inevitably led to higher compliance requirements. Sometimes the need for centres to remain viable and sustainable have led to ethnic specific groups enrolling children from outside that group and centres

often found that they have had to use English as the main language of the centre. This affected the centre's philosophy especially if there was a language philosophy which was the central reason for communities establishing Pasifika ECE services. Transitions from Pasifika ECE services to early schooling regarding language and cultural maintenance were issues. These issues are discussed more fully in Case Study Six, included later in this chapter.

In compulsory education, Pasifika voices identified a myriad of issues to do with students; the education workforce; providers; parents, families and communities; education agencies and the MOE. These issues also included low student motivation; the need for teachers to understand Pasifika contexts and have a variety of teaching strategies; and the differences between home and school culture. Pasifika parents' high trust in the education system has meant that they tended not to question teachers and schools even though they may not have agreed with some school practices. Socioeconomic issues were also identified as affecting resources through parents' ability to make financial contributions to schools or their ability to provide learning resources at home. Student voices raised the need for Pasifika young people and students to take personal responsibility for their learning; have high expectations and belief in their abilities to succeed; and not to succumb to peer pressure and related issues. There was strong agreement among Pasifika communities and young people on the importance of literacy and numeracy and having strong Pasifika languages, concern for low achievement levels and qualifications, and the need for role models and more Pasifika teachers.

In tertiary education, the issues raised included students' lack of confidence, poor English literacy proficiency and not being able to meet tertiary entrance requirements and therefore having to do bridging programmes, adding to costs. Other issues raised related to language and culture; the need for more family support; the need for better understanding of the effect of diverse Pasifika populations and multiple world views; and the need to build the Pasifika research capacity.

The issues of access and affordability in tertiary education were raised constantly during talanoa ako, as well as the need for career information and that low secondary leaving qualifications meant that Pasifika students had to do bridging programmes. These issues

reflected those raised in a report to the MOE by Anae, Anderson, Benseman and Coxon (2002), **"**Pacific Peoples and Tertiary Education: Issues of Participation". They cited a study by AC Neilsen (1997) on perceived barriers to participation in post-compulsory education and training where

> respondents saw low motivation as the main barrier and that … The other barriers they identified were 'attitudes, values and life experiences' (which they treated as separate from motivation) and external factors such as course fees, student loans and allowances. The report also specified the following barriers as specific to Pacific Islands peoples:
>
> - high cost of PCET [Post Compulsory Education and Training], [or tertiary education],
> - unrealistic cultural demands from families
> - little or no access to private study areas or private study opportunities in extended families
> - English literacy
> - lack of assertion by some cultures
> - lack of culturally familiar courses
> - lack of role models and mentors. (Anae, Anderson, Benseman, & Coxon, 2002, p. 15)

This research also went on to identify barriers to do with language; resources; study spaces in homes and in tertiary institutions; lack of information about programmes and lack of preparedness from secondary levels. Financial hardship and lack of learning support have often been identified by Pasifika tertiary students as barriers to their success as well.

> All participants reported that money and financial pressures can sometimes be the biggest barrier to entering university or to completing studies. (Anae, Anderson, Benseman, & Coxon, 2002, p. 83)

In tertiary education, Pasifika participation had grown to 30,000 formal enrolments which was 7.1% of all tertiary enrolments in 2008. Pasifika students also tended to be high borrowers (student loans) but making little progress in reducing debt.

> 46 percent of Pasifika borrowers had made no progress [in repaying student loans], compared with 23 percent for those of European ethnicity. (Ministry of Education, 2009h, p. 20)

Pasifika students also tended to be older, take longer to complete a basic qualification, with many dropping out because of struggles between study, family obligations, sometimes employment issues, affordability, and English proficiency amongst other reasons.

The 2008 Monitoring Report on the Pasifika Education Plan showed that:

> Of the Pasifika students aged 18 to 24 years who began a qualification at level four or above in 2004, 37 percent completed this qualification in 2008. This is an improvement on those who began a qualification in 2000 as just over 35 percent of these students completed this qualification in 2004. … The five-year completion rates of young Pasifika students are considerably lower than for the corresponding non-Pasifika group. This difference has been fairly consistent, with a slight overall decrease from 20 percent for students who started study in 2000 to 19 percent for students who started study in 2004. (Ministry of Education 2009h, p. 40)

The above result is well below 50% of the initial 2004 intake, with many students taking up to four years to complete, which usually meant that Pasifika students have larger student loans. Drop outs and unfinished qualifications are seen in the statement about loan debt above. The large percentage of Pasifika students not completing qualifications can also act as a deterrent to prospective Pasifika students as a whole. However, those Pasifika peoples who have tertiary qualifications have found it easier to enter the labour market and can earn higher salaries comparable to other populations. Analysis by the Ministry of Social Development on the effect of education qualifications on the living standards of Aotearoa New Zealanders from 1989 to 2001 showed that education qualifications have positive effect on living standards. The MOE's analysis also showed

> that those with degrees and those with vocational or trade qualifications had an advantage over families with a principal income earner who had no qualifications or only school qualifications. (Ministry of Education, 2010b, p. 17)

Furthermore, higher levels of qualifications are also linked to better health outcomes, problem-solving skills and self-esteem.

In education sector-wide, Pasifika voices were initially strong in raising the lack of coordination about Pasifika education across the sector and the importance of maintaining relationships with Pasifika communities. There was strong support for holding talanoa ako

and setting up advisory and reference groups to help make connections with Pasifika communities. Inclusion of Pasifika cultures and languages in the curriculum was raised regularly as was the need for parents to be engaged and involved in decision making, school governance and management – in fact, for Pasifika to be involved across the education workforce. Other issues raised were related to capacity and capability – capacity in terms of more Pasifika peoples in the education workforce, and capability in terms of the development of skills and competencies for both Pasifika and non-Pasifika teachers.

A theme common to all voices was the interconnectedness of the elements contributing to more effective education for Pasifika peoples. Effective teaching contributes to achievement and successful education; leading to increased labour market opportunities; leading to improvements in socioeconomic status; leading to more family engagement; leading to more involvement and a greater contribution to education; leading to greater support for students to succeed and move further and higher in education – it is a strength-based cycle of continuous achievement and success in the education system that is also affirming of cultures and identities. Pasifika students needed to be engaged in learning, make informed decisions about learning and employment, and be well supported by informed schools, families and communities. These will help students make good choices about their learning and future goals.

It is important to note that Pasifika voices might not have been heard if the MOE had not deliberately gone out to seek them. Holding talanoa ako was potentially risky for the MOE in terms of communities making requests that the MOE could not deliver, such as suggestions for free tertiary education. However, the benefits of talanoa ako have far outweighed potential drawbacks. These benefits included the MOE and communities gaining more understanding about the different contexts that affect parents, families and communities, and the education sector, and on how the MOE works together with the education system in mutually shaping ways.

Drawing together triangulated information from talanoa ako is further summarised in the table below, grouped into the key themes of effective teaching, quality providers, families and communities and successful Pasifika school leavers. This grouping provided another

way of reviewing the information against the key levers that have been identified by research as making the biggest contributions towards raising Pasifika achievement.

Table 34: A Summary of the Key Themes Drawn from Talanoa Ako 1994-2009

Effective teaching	Quality providers	Families and communities	Successful school leavers
• Teaching is a vocation and teachers should be motivated, have high expectations of students, believe in students and care that they succeed, are passionate, non judgemental and can talk about wider life issues • Teachers should also: - have a wide range of teaching strategies and assessment tools - note the importance of cultural contexts and their impact on pedagogy - provide honest feedback on students' progress - know what works • Pasifika teachers know student contexts well and also act as role models • Teachers are often significant adults that have lasting impact on students, believing in them	• Engage parents, families and communities and have strong relationships around learning • Provide Pasifika ethnic, gender and regional data • Encourage Pasifika peoples to be present at decision making levels • Ensure that Pasifika studies are recognised towards qualifications and provide quality Pasifika provisions • Plan for Pasifika success, follow through and report on progress • Understand the importance of governance and decision making in raising achievement • Ensure smooth transitions from one level of learning to the next • Develop capacity in the education workforce	• Pasifika parents, families and communities needed to be more engaged in their children's education, and good information helps • Pasifika communities can access information through various networks such as church • Parents needed to know the education system better • Language, culture and identity continued to be important to families and students • Students want parents to listen to them and their teachers and vice versa • Parents trust that the education system will deliver successful education to their children • The education system needed to validate parent strengths • Parents need to be more demanding of the system • Parents wanted to be involved in defining and contributing to quality education	• Have strong cultural identities and succeed in education • Gained qualifications and felt good about doing so • Have confidence in who they are, what they can do, who they can become, and have self-belief in their abilities • Have personal drive and responsibility for own learning • Have a plan for life with goals and directions • Have a sense of lifelong learning – early childhood to tertiary • Successfully participated in the labour market • Have a strong sense of citizenship, contributing to their own families, society in Aotearoa New Zealand, the Pacific region and the world

The fourth column in the table provided a profile of what successful Pasifika school leavers might look like, drawn from youth voices as well as community voices. These voices included early childhood educators and governance groups, principals, teachers, school boards, students, post-secondary and tertiary providers and leaders, as well as Pasifika peoples, church leaders, ethnic groups and communities across the country. Many talanoa ako had whole families participating and young people felt safe and comfortable in this fora and were able to make their views heard, such as comment about lack of home support for learning, or that parents were the highest motivators in their learning.

6.2.1.1.1 What Worked for Talanoa Ako?

As shown in the first vignette in Chapter One, attendance at this MOE talanoa ako was not hindered by bad weather, though talanoa ako at this city has had one poor result in 2001. The initial talanoa ako held between 1994 and 1996 to gather information for developing the first plan Ko e Ako ‘a e Kakai Pasifika were well attended, as were talanoa ako held up to the release of the plan in 2001. However, in late 2001, a talanoa ako in this city was organised by another government department as a joint effort with the MOE and was one of the first series of talanoa ako attended by the Secretary for Education. Fourteen people attended this talanoa ako, five from the Pasifika community. In 2002, the MOE went back to organising the talanoa ako itself, in the same venue as the year before. This talanoa ako was packed with participants filling out the hallways, down the stairs and out onto the courtyard. This difference can be put down to relationships that had already been established between Pasifika communities and the MOE. Capacity for talanoa ako venues have increased from year to year to accommodate the growing number of participants from a wider background including educators, school leaders, board members, academics, tertiary governors and lecturers, researchers, agencies and Pasifika peoples, and, in some cases visitors from overseas such as a delegation from the Samoa Ministry of Education Sports and Culture in 2008.

Several elements have helped to sustain talanoa ako over a long period of time. Firstly, the commitment from the MOE leadership has been strong and unwavering over the years. There was also ongoing commitment to making sure that the Pasifika plans were included across the MOE’s work, from Statements of Intent through to business plans and performance agreements.

The significant commitment from MOE’s leadership showed they were serious about hearing Pasifika voices and doing something about the issues raised. Leadership is highly valued and important to Pasifika communities as well, and MOE leadership of the talanoa ako series has been reciprocated through high attendance, averaging 200-250 participants per talanoa ako, and over the last few years, attendance by education and school leaders have also increased. The talanoa ako series and leadership from the MOE have helped to make effective connections, important for developing a better understanding of Pasifika

contexts across all levels of the education system helping to increase the relevancy of talanoa ako to school leaders and participants.

Talanoa ako has had different elements added at different times to broaden the discussion and expose participants to different world views. Each year a theme is confirmed by the Secretary for Education and the PMP with key questions to lead workshop discussions. Each talanoa ako runs for approximately five hours from around 4.30pm to suit Pasifika peoples and even though talanoa ako is held after working hours, attendance has remained high.

The 2005 talanoa ako series saw selected speakers sharing their thoughts and experiences on the Pasifika World (what education meant in the Pacific Islands or region), the Kiwi World (Pasifika peoples living, being educated and being citizens of Aotearoa New Zealand), and the Global World (how Pasifika peoples were transferring knowledge and skills internationally). These speeches provided more insights from diverse Pasifika communities increasing the MOE's and participants' understanding of Pasifika world views. Other years have involved Aotearoa New Zealand icons such as the first Samoan All Blacks Captain speaking to senior secondary students and emphasising the importance of families supporting education and motivating students. In other years, short skits have been performed at the beginning of the talanoa ako and these have focused on key issues such as relationships and family support for education. Some schools have also showcased good practice and talent, sometimes including Pasifika cultural items. The Secretary for Education's speech has also changed over the years from speech notes and power points to multimedia presentations with video clips of education issues being discussed by principals, students, teachers and families. These various approaches have led to interesting talanoa ako with a consistent format. Participants have a sense of familiarity with the event, seeing MOE leadership that they have met in previous talanoa ako, but also having a sense of anticipation about what might come up as themes for discussions.

Having one main speaker over the years has meant that the topic was focused and workshop questions were the same across the country. This has made the use of Tolu'i Founga (Development) as a retrospective analytical tool in this thesis easier because the feedback was information collected by the MOE using the same questions, which helped to

provide a national picture. MOE leadership at talanoa ako always welcomed questions and challenges from Pasifika communities. Pasifika peoples have also valued the opportunity to ask questions and have dialogues directly with the Secretary for Education, Deputy Secretaries and senior managers.

The intentions of talanoa ako were to hear multiple Pasifika voices and they were never intended as rubber stamping exercises where communities were expected to always agree. Most of the time there was consensus about the issues discussed and sometimes there were issues raised that did not result in a Pasifika consensus. One of these issues included discussions about support for bilingual education in schools. This issue was raised more often in the Auckland region, given the percentage of the Pasifika student population living in that region. Bilingual units claimed they were making a big difference to Pasifika student achievement and should be given extra targeted funding. The resulting bilingual policy decisions saw extra resources being directed at Pasifika bilingual learners in mainstream school settings. The numbers of students accessing bilingual education have remained relatively small, at the same levels over the past 16 years, at less than 2% of the Pasifika student populations.

Tagoilelagi-Leota, McNaughton, McDonald and Farray, (2003), and Taumoefolau, Starks, Bell and Davis (2004) have found that being proficient in two languages can enhance reading literacy. There have been follow-up discussions on these issues with schools, teachers and researchers and the situation was defaulting to keeping the status quo. Essentially the school self-managing model meant that schools could establish and fund bilingual units within their operations funding, influenced by demand and supply imperatives. If Pasifika parents demanded more bilingual education, then the school system should be able to supply adequate resources and provision to meet this demand. This is where issues might arise. Generally, Pasifika parents have high trust that schools know the best kinds of education delivery to provide for their children. The other issue might be the value placed on and the demand for English literacy from Pasifika parents. English is the language used in assessment across the education system, and there is therefore a requirement for Pasifika students to be successful in English medium education. English is also seen as the language through which academic and workforce success is realised and therefore English literacy has high value both in the Pacific region and in Aotearoa New

Zealand. At some point, though, Pasifika demand for Pasifika cultural and language education might grow if and when more parents and communities realised the true status of Pasifika language loss, and that being bilingual was not a barrier to early literacy or language acquisition.

A major role for the Pasifika unit in the MOE's national office was making sure that pre- and post-talanoa ako briefings were provided to the leadership team, senior management and regional offices so that masters of ceremonies, workshop facilitators and Pasifika leaders playing significant roles during talanoa ako were well briefed before the event and debriefed afterwards. Letters of invitation were initially sent from the PMP at national office, then became joint invitations from the PMP and regional managers, through to being the responsibility of regional managers in 2009. Pasifika coordinators and staff in the regions followed up invitations to confirm participant attendance. These logistics have been put in place because RSVPs were not always returned, which has implications for booking an appropriate venue, number of information packs needed and ensuring adequate refreshments. Over the years these issues have not created major difficulties because the MOE Pasifika staff were aware of Pasifika ways and unspoken protocols.

Oral literacy traditions within Pasifika communities also meant that in many cases, consultations expecting Pasifika peoples to put in written submissions to various issues have needed to be supplemented by talanoa ako in order to make sure Pasifika voices were part of consultation processes. It was crucial to recognise that being present in person at a talanoa ako was more important to Pasifika communities than being sent a document for comment and providing submissions. The opportunity presented by talanoa ako for the collation of verbal contributions was likely to be why these have been significant ways of listening to Pasifika voices. The Pasifika voices can be collated and presented back to communities and used as submissions on any key policy that was being consulted on at the time. Schools have also asked for feedback from talanoa ako, particularly the ones with youth and young people, so that school leaders can also hear those voices and see how they might contribute towards providing further learning support.

Successful talanoa ako factors included having a master of ceremonies to keep the discussions focused and provide lively links between sessions. People selected as masters

of ceremonies were drawn from members of the Pasifika Advisory Group (PAG), senior secondary or tertiary students, local community talent or in a few instances talent or MCs brought in from another region. Workshops have been facilitated by education agencies' staff, teachers, senior secondary and tertiary students, with MOE staff taking notes. These notes were used to report back to participants at the end of the talanoa ako, collated and sent to participants, and drawn together in a national report to the MOE leadership and senior management. This thesis has drawn from those reports.

In 2009, the talanoa ako series were refocused and became much more targeted to key audiences. Priorities were identified by the MOE's regional offices based on the Pasifika achievement profiles for that region. These priorities formed the theme for that talanoa ako. For example, themes for the Northern and Central North regions focused on early childhood and special education and the Central South and Southern regions focused on early childhood, literacy and numeracy. Invited participants were targeted depending on the identified priority with early childhood leaders, educators and researchers attending talanoa ako that were focused on early childhood and early interventions. Members of school boards, principals and teachers attended talanoa ako that were focused on literacy and numeracy.

As a result, the focus was narrower but the discussions went deeper and follow-up activities were much more deliberate and agreed between participants and MOE regional offices. This was the first year that priorities were identified by the MOE's regional offices, with the Pasifika unit in national office making sure that key speakers were confirmed and briefed well before the talanoa ako. As in previous years, the Secretary for Education was the main speaker discussing the MOE's strategic priorities and their links with the plan. Deputy Secretaries of the groups responsible for the work streams that have been identified as key priorities, led discussion groups and workshops. Having regional offices identifying talanoa ako priorities is an example of luva (garland gifting), used in the analytical framework. Luva in this case is handing over the identification of priorities for talanoa ako from the Secretary for Education and the PMP at the national office to regional office management and Pasifika coordinators. The national office contributions were in strategic leadership, collating a national report and making sure that talanoa ako voices were used in advising policy development and implementation strategies. Talanoa ako with senior

secondary and tertiary students were also held and these focused on achievement and what might contribute to further success.

There have been verbal comments from Pasifika peoples through the MOE's regional office about their disappointments in them not being invited to the 2009 talanoa ako series. The regional Pasifika team responded to those concerned and explained the reasons for the targeted approach adopted. This approach was intended to focus on the one or two key priorities that regional offices had identified to be the important key levers to gaining more shifts in achievement. This approach was also intended to focus on school-based learning and teaching strategies and Pasifika peoples' voices drawn from previous talanoa ako will inform those discussions. When this was clarified, there was agreement with this approach but communities would still like to be included in future talanoa ako. The PMP took these comments as positive in that Pasifika peoples wanted continued engagement with the MOE, and the MOE needed to make sure that relationships with Pasifika communities were not lost in this targeted approach.

In summary, the successful elements of talanoa ako included the MOE sustaining relationships with Pasifika communities over several years, including sustaining a strong national PAG and regional reference groups. The MOE leadership's presence and engagement at talanoa ako and taking responsibility for reporting back to communities on the plan's progress and government's priorities have also been successful factors. There have been positive responses through participation and discussions during talanoa ako on the identified themes and foci. These discussions helped participants to learn more about the work of the MOE and progress being made, as well as helping the MOE to gain better insights into Pasifika communities' views about education and what would help raise student achievement further. Talanoa ako have also provided Pasifika leaders and communities opportunities to engage directly with the MOE's senior leaders who were keen to hear Pasifika communities' views and to answer their questions. Talanoa ako has also followed and acknowledged Pasifika protocols and the use of masters of ceremony and facilitated workshops meant that participants had opportunities to be heard through small group discussions and in the reporting back to the whole group, and could pose questions during open forum.

The MOE and Pasifika communities were both able to question and challenge each other in healthy discussions because the relationships have been developed over a long period of time and there was knowledge and trust amongst participants. The MOE has learned from Pasifika communities during talanoa ako and has used this information in the creation and updates of the plans over the years. More significantly, Pasifika voices have been included and considered in developing numerous policies, as will be shown in Case Study Six later in this chapter. Other successful talanoa ako factors included having strong presence by members of the PAG as evidence of ongoing Pasifika–MOE relationships and the significance of PAG's advisory role. Always having appropriate venues and refreshments were also important because talanoa ako was held over approximately five hours after work. Pasifika communities have shown that they valued participating in talanoa ako through high attendance.

Faāʻi Mata (Relationships) analysis also showed that successful talanoa ako was dependent on leadership and sustaining relationships. Senior management were aligned internally and when present at talanoa ako, listened carefully to understand the issues raised to identify the best ways of addressing those as far as possible. The Pasifika unit finalised talanoa ako reports and sent those out to communities and schools for their review and information, as well as those reports going to MOE managers. Drawing from these discussions, the author believed that talanoa ako can be replicated by other agencies and communities wanting to make a difference about hearing Pasifika voices and using those voices in developing policies and implementing programmes. Agencies would need to personalise and tailor talanoa ako to meet their own needs. This though, needed:

- Thorough pre- and post-talanoa ako planning and follow up activities;
- Organisational leaders being committed to fronting up to Pasifika communities;
- Senior Pasifika staff being involved during the talanoa helping the organisation to gain credibility quickly and succeed in brokering access and entrance to Pasifika communities;
- Good balance between national and regional input;
- Being sincere and honest and being prepared to hear all kinds of issues without being defensive or judgemental;
- Knowing the organisation's work well including building research evidence into discussions;

- Using talanoa ako feedback to inform the development of strategic plans and reporting back to Pasifika communities about the issues raised during the talanoa ako; and,
- Developing and sustaining relationships with communities.

6.2.1.2 Ngaahi Fekumi (Literature Review)

Literature reviews over the years have been changing for Pasifika, with little research and evidence available in the late 1980s and early 1990s and more becoming available over the past decade. Initially, there was a lot of evidence of deficit theorising that blamed low Pasifika participation, engagement and achievement on deficiencies in Pasifika students' backgrounds, on the negative effect of culture and on low levels of proficiency in the English language. Over time, evidence shifted to strength-based approaches that included the importance of collaboration between education services and parents helping to understand Pasifika contexts. Participation in quality early childhood education has been identified as important in helping children build strong foundations in literacy and numeracy. Having high expectations of Pasifika success from all sectors including school leaders, teachers, parents and families, and students themselves were important. Connections made between school leaders and communities have also been shown to be important in making sure that everyone was working towards the same goals.

Evidence has also been important in seeing what worked and what levers were important for raising Pasifika achievement. Successful initiatives included projects such as Reading Together (Tuck et al., 2007); SAILL (McLachlan, 2004); Schooling Improvement Projects (Timperley, Robinson & Bullard, 1999; Robinson & Timperley, 2003); ECPL (Phillips, McNaughton, & MacDonald, 2001); Numeracy Project (Irwin and Woodward, 2005); Te Kotahitanga (Bishop & Berryman, 2006; Bishop, Berryman et al., 2007); and the Best Evidence Syntheses (Alton-Lee (2003), Biddulf, Biddulf and Biddulf, (2003); to name a few research projects that have identified what worked in raising achievement.

The plan was also instrumental in identifying areas for research such as in Pasifika early childhood services and the barriers they were facing in reaching licensing and chartering status (Mitchell & Mara, 2001; Mead, Puhipuhi & Foster-Cohen 2003; Mitchell, Royal Tangaere, Mara & Wylie, 2006); Pasifika students' access to tertiary education (Anae,

Anderson, Benseman, & Coxon, 2002); and publishing Pasifika research guidelines (Coxon, Anae et al., 2001a). Work started in 2007 to identify ways on how research can further inform Pasifika policy development. The table below draws together summaries of information from ngaahi fekumi (literature review) included in Chapter Five.

Table 35: A Summary of Themes Drawn from Ngaahi Fekumi (Literature Review), 1994-2009

1994–1996	1997–2000	2001–2005	2006–April 2008	Late 2008–2009
• More collaboration between parents and schools created more understanding of home and school contexts and values • Pedagogical discussions were important • Asking academic questions helped further discussions on education • Home literacies influenced learning • Reading strategies • School language expectations • Early reading acquisition • Pasifika languages and their impact on learning • Demand for language services and language transferability • Bilingual	• Resourcing, funding for provider and programme development • Issues of access and costs impacting on early childhood education services • Discrepancies between curriculum goals and expectations or perceptions of Pasifika • Supply/demand issues such as limited supply of quality Pasifika ECE services/providers; qualified Pasifika teachers and curriculum 'experts' • Poor or ineffective provision of information or communications – between Pasifika communities, MOE, and education providers • Limited availability of research and evidence on the causes of low participation, retention and achievement in tertiary education • Leadership needed followership to improve involvement	• Quality of early childhood education help to build strong learning foundations • Participating in ECE helped to intervene early for Pasifika children with special needs, likely to enhance long-term social and learning outcomes • Strong foundations in language are necessary for improved literacy skills in schooling, necessary for better learning • Transition from Pasifika immersion early childhood services to mainstream schooling • Effective teachers build an understanding of the contexts that impact on their teaching and develop appropriate teaching strategies and practices • Parent involvement in schooling made a significant difference to student achievement • Individuals that achieve higher qualifications are	• Participation in early childhood education was positively associated with gains in mathematics, literacy and school achievement, school readiness, and impact on special education • Effective teaching was key in raising achievement and teachers needed to tailor and personalise learning to students • Differentiated provision for differentiated need • Teachers and education administrators needed to work closer together • Teachers needed to be more assessment literate • Understanding Pasifika contexts is important • Pasifika cultures to be reflected in classrooms • Successful literacy achievement based on whole family approaches, principal leadership, ownership • Parental involvement and effective school community partnerships can have a significant positive impact on student achievement • Teachers, parents	• Participation in early childhood education can contribute to successful learners throughout their schooling and entrance to adulthood • Pasifika students tend to concentrate in lower levels of achievement shown in NEMP, PISA, PIRLS, ALLS • Pasifika adults have lower English literacy and numeracy levels than other ethnic groups, levels that have not changed in about a decade • High teacher expectations positively impact on achievement • Importance of parent support and involvement • Knowledge of cultural contexts

Table 35: A Summary of Themes Drawn from Ngaahi Fekumi (Literature Review), 1994-2009

1994–1996	1997–2000	2001–2005	2006–April 2008	Late 2008–2009
education, or parallels drawn from Maori education • Arguments against the use of deficit models • Evaluation practices • Pasifika strategy development was necessary	in governance, management and planning within education providers • Issues of capacity and capability in the Pasifika workforce • Ineffective policies with some leading to removing some of the obvious barriers but more work is necessary to remove more difficult underlying causes	more successful in the labour market • Pasifika tertiary students need pastoral and academic support to raise participation, retention and progression Greater understanding and integration of Pasifika knowledges, culture, languages, and expertise in the education system	and students have high expectations • School effectiveness, improvement and performance impact on student achievement, as do different types of schools eg an intelligent school • Issues of bilingualism and ESOL and their impact on languages leaning • Achieving and sustaining equitable outcomes for Pasifika across the education system	• Successful programmes such as Reading Together and SAILL needed to be scaled up • Pedagogical leadership had positive impact on achievement

Ngaahi fekumi (literature review) pointed to the importance of a number of key factors that helped to improve Pasifika student achievement. These included identifying powerful connections that can be made by children participating in high quality early childhood education, providing the opportunities for augmenting home learning by helping to develop strong early literacy, numeracy and language foundations, important for later learning (McNaughton, Ka'ai et al. 1990**;** Wylie, Hodgen et al,. 2006; Mitchell, Wylie, & Carr, 2008).

As time went on, more evidence emerged that moved discourses into what was happening within schools and classrooms, such as teaching making a real difference and being a key lever for change and improvement. This was a welcome change, though it was still important for teachers and educators to understand Pasifika contexts, not to blame Pasifika students for poor results but to use the information to tailor and target teaching strategies to suit, and enhance collaborations between students and parents, homes and schools and students and teachers (Dunlop, 1989; Helu Thaman, 1994; Alton-Lee, 2003; Bidulf, Bidulf, & Bidulf, 2003; Glynn, cited in Spence, 2004; Robinson, Hohepa, & Lloyd, 2009). Having high expectations by parents, teachers and students themselves were also shown to be key influencers (Edmonds 1979 cited in Townsend 2007; Rubie-Davies, Hattie, & Hamilton,

2006; Fergusson, Lloyd, & Horwood, 1991; Fancy, 2006a). This meant better coordination of school activities and aligning resources to focus on effective teaching and making connections with families and communities to strengthen support for learning, and, that students were motivated to learn and worked hard.

The latest evidence pointed to the importance of leadership focusing discourses on pedagogy and driving change from the top across the whole school (Robinson, Hohepa, & Lloyd, 2009). Leadership was also identified by Pasifika communities as important, as heard through talanoa ako. Pasifika peoples have traditionally had high trust of the education system, that it would ensure success for students and young people, and that teachers could make a difference to students' learning. Pasifika peoples also understood that they have a strong role to play, and are strengthening their knowledge on how best to do this.

Effective teaching was identified as a key influencer on student outcomes and teachers needed to believe they were able to make a difference to Pasifika students' achievement. Effective teachers build an understanding of the contexts that affected their teaching and developed appropriate strategies for learning (McNaughton, Ka'ai et al., 1990**;** McLachlan, 2004; Tuck et al., 2007; Alton-Lee, 2003; Wendt Samu & Pihama, 2007; Irwin and Woodward, 2005). Ensuring Pasifika students are engaged in the schooling system is a priority for Pasifika peoples and schools, especially where a significant majority of Pasifika students are taught by teachers whose culture is different to their own. Ngaahi fekumi (literature review) drawn together in Chapter Three identified that about 50% of the influence on student achievement can be attributed to the quality of teaching (Townsend, 2007), and a powerful lever is created when working together with parents and families (Phillips, McNaughton, & McDonald, 2004**).**

Leadership in Pasifika communities can help schools understand Pasifika contexts, aspirations and expectations of the education system and helped to make sure that Pasifika voices were heard at school governance levels. Robinson, Hohepa and Lloyd (2009) identified that discussions on pedagogy had the most influence on outcomes. Other factors that have significant effect on learning can include promoting and participating in teacher

learning and development; and, formal and informal leadership fostering organisational learning and development (Fink, 1998).

Information for parents was also an area that attracted much comment from Pasifika communities, as good information was needed for making good decisions. Over the years, more Pasifika research has been published by the MOE, with key messages and a synopsis published for targeted audiences such as Pasifika peoples. Data was now also more readily available and in most cases Pasifika ethnic information can also be drawn on. These helped to create insights into different ethnic populations as well as across the Pasifika umbrella, important for knowing if what works to raise achievement works differently for different populations, cohorts or regions.

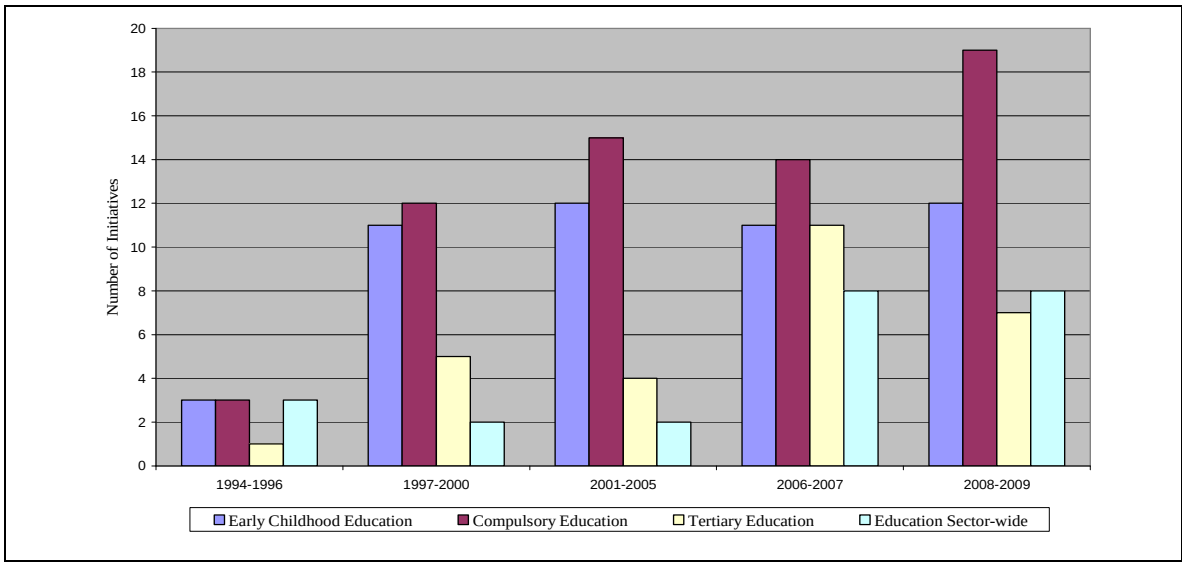
6.2.1.3 Ngaahi Ngāue (Policy Stocktake)

The effect of the MOE's growing understanding of Pasifika communities and contexts and the availability of more research and evidence about what was working have helped to target and tailor policies to meet the intentions of the Pasifika plans. The number of targeted Pasifika policies discussed in Chapter Five is drawn together in the figure below. There were fluctuations in the number of policy interventions because of reviews of targeted policies in 2005, or the tailoring of mainstream policies to meet Pasifika peoples' aspirations of successful education, or that some policies were stopped because they were no longer necessary or effective. The key finding in this stocktake was the upward trends in the number of targeted Pasifika policy initiatives. The policy initiatives shown in the figure below are the main ones.

Several policies also have sub-projects, that when counted should boost the number of initiatives under way. These initiatives were targeted to Pasifika students and did not include all education policies and initiatives that affected Pasifika students. While they were targeted to Pasifika students, most of the delivery happened in mainstream education settings, and could apply to all students in those settings. If it worked for Pasifika students, it could be assumed to work for all. This stocktake did not include Pasifika initiatives delivered by Education Crown Agencies who are partners in the delivery of the plan. These are the New Zealand Qualifications Authority, the Tertiary Education Commission, the

Education Review Office, Career Services, the Teachers Council, and also the Ministry of Pacific Island Affairs.

Figure 62: Ngaahi Ngāue (Policy Stocktake) 1994–2009



The above figure shows targeted initiatives across the four sections of the Pasifika Education Plans: early childhood, compulsory, tertiary and education sector-wide.

6.2.1.4 Triangulation of Talanoa Ako, Ngaahi Fekumi (Literature Review) and Ngaahi Ngāue (Policy Stocktake)

Tolu'i Founga (Development) was used to retrospectively triangulate, review and analyse the information gathered by the MOE, summarised in the table below.

Table 36: Highlights drawn from Talanoa Ako, Ngaahi Fekumi (Literature Review), Ngaahi Ngāue (Policy Stocktake) 1994-2009

Effective teaching	Quality providers	Families and communities	Successful school leavers
Effective teachers: • Had high expectations of students • Supported students' vision and dreams and have mutual respect between students and teachers	Quality providers were those that: • Collaborated with parents • Provided quality services • Understood Pasifika contexts eg demand for language and bilingual services	Families and communities: • Maintained strong links between NZ resident populations and Pacific home countries • Wanted success in education as well as retaining strong identities, cultures, languages, traditions and	Pasifika youth voices said that successful students: • Access career planning early • Acquired qualifications and moved to higher levels of

Table 36: Highlights drawn from Talanoa Ako, Ngaahi Fekumi (Literature Review), Ngaahi Ngāue (Policy Stocktake) 1994-2009

Effective teaching	Quality providers	Families and communities	Successful school leavers
• Tailored and personalised the curriculum to students • Used a variety of teaching strategies, assessment and evaluation practices • Understood home contexts, values and implications of a young and diverse population • Helped students gain strong foundations in literacy and numeracy • Helped Pasifika students to participate, engage and achieve There was a strong call for more Pasifika teachers across the system	• Were responsive and accountable for Pasifika outcomes and built relationships with communities • Facilitated Pasifika participation in leadership, governance and management • Ensured databases include Pasifika ethnic, gender and regional information • Used research and evidence to contribute to policy development • Grew Pasifika research capacity • Provided smooth transitions across all levels of education Pasifika voices also called for the establishment of Pasifika schools like Pasifika early childhood services	values such as spirituality and church • Concerned about the level of labour market participation, home contexts and their impact on education • Wanted information about the education system available and accessible • Needed stronger support from the MOE especially where Pasifika peoples have high trust in the education system • Expected to participate at decision making levels • Valued holding talanoa ako with the MOE Pasifika Advisory Group members wanted to help market the Pasifika Education Plan, advocate, infiltrate, disseminate, reflect and evaluate!	learning or into the labour market • Have high levels of literacy and numeracy, and strong learning foundations • Stayed at school and achieved • Motivated, have self esteem and can overcome issues of peer pressure, racism, discipline Youth voices were also saying that success started with parents igniting a fire and a love for learning

The above summary showed a high level of consistency with strong links across talanoa ako alongside expanding ngaahi fekumi (literature review) and increasing ngaahi ngāue (policy stocktake) over the past 16 years. While Pasifika voices have been consistent in many areas over time, there have been several areas where policy responses and demand and supply issues have not been synchronised. Such an example is seen in the demand for Pasifika language learning, the supply of Pasifika language guidelines and resources, and, the uptake by students of Pasifika language learning.

Becoming more vocal over the years is the demand for Pasifika knowledges, values, languages and cultures to be understood by those in the education system, and to influence teaching and provider responsiveness. The author believes these issues will not dissipate by

themselves, and are gaining momentum with strengthened and revitalised discourses about Pasifika cultures, identities and languages.

6.2.3 Faā'i Mata (Relationships)

Faāʻi Mata (Relationships) was used to analyse the processes that enabled Pasifika voices to be collected and drawn into the MOE's work through talanoa ako. Pasifika communities value leadership and government departments are always respected because in Pacific societies, government departments often represent authorising environments and leadership. However, a lot of work and thought needed to happen before engaging communities. The four frames of tauhi vā (relationships), feongoongoi (alignment), fatongia (performance) and talanoa ako needed to work together, helping to provide communities with confidence in the MOE's efforts to hear their voices. The author believes that without this alignment, Pasifika communities would not have participated in talanoa ako to such an extent over the years and relationship management issues might have created more difficulties.

Over the years, Pasifika communities have also voiced their wish that government agencies get their act together in terms of consulting Pasifika communities. This was a reference to the many consultation meetings run by government departments, sometimes happening on consecutive evenings of the week or having more than one government department consulting on the same evenings. Sometimes, schools refer to MOE officials from different areas of the MOE visiting them in close proximity without the officials apparently knowing that this was happening. To minimise these negative reactions, the MOE has always ensured that the four frames (relationships, performance, alignment and talanoa ako) worked well and incorporated activities including pre- and post-talanoa ako briefings to MOE's leadership team and senior management, and follow up activities. These were all important in making sure that talanoa ako worked well and was effective for both the MOE and Pasifika communities. Talanoa ako is not for the faint hearted, it is for the alert (Tongati'o, 2006).

6.2.4 Fatuʻanga Kakala (Strategic Value)

This tool integrates the three approaches of the kakala methodology (Helu Thaman, 1997), of toli (flower gathering), tui (garland making) and luva (garland gifting), and, the strategic

triangle and public value chain (Moore, 1995), of authorising environments (mafai tu‘utu‘uni), organisational capability (ivi fakahoko) and public value (mahu‘inga fakafonua). These approaches worked together in a coherent way and are used here to review the resulting Pasifika Education Plans and whether appropriate information was drawn together and woven or drafted in ways that met authorising environments’ expectations and created public value in terms of raising Pasifika education outcomes.

Fatu‘anga Kakala (Strategic Value) showed that drafting the triangulated information into a plan needed to meet government priorities. MOE analysts, drafters and writers had to have the skills and competencies to draft Pasifika strategic plans with Pasifika peoples at the centre. This meant that capability and resourcing implications for the MOE and the sector were also important considerations during the drafting process. This helped to identify where existing resources might need to be reprioritised or new bids made through the annual government budget process. The developed plans also had to gain agreement from authorising environments (Cabinet); create public value for Pasifika as well as the education sector, MOE and education agencies; and be handed over to everyone in the MOE, education sector and Pasifika communities to implement and monitor progress by. This fulfilled the requirements of the kakala methodology and the strategic triangle.

Responsibility and accountability for delivery was spread across the MOE and education Crown Agencies, and together collated annual monitoring reports from early childhood participation data, school roll data, senior secondary qualifications, national and international evaluation data, tertiary participation and completions, and agency reports from ERO, NZQA, TEC, Careers Services and the Teachers Council.

Authorising environments’ agreement to the plans provided legitimacy and support for having a Pasifika fanā (flagship) across the education system. This was also positive for Pasifika peoples, whose voices were legitimised by being used in strategy development.

The table below shows the integration of kakala and the strategic triangle in Fatu‘anga Kakala (Strategic Value), using information that has been analysed and used in developing the plans and sorted to see if they met the approaches encapsulated by this tool.

Table 37: Fatu‘anga Kakala (Strategic Value)

Kakala methodology				
Strategic Triangle		**Toli (Flower Gathering)**	**Tui (Garland Making)**	**Luva (Garland Gifting)**
	(Authorising Environment) Mafai Tu‘utu‘uni	• All five plans sought community voices in their development, analysed available research and evidence and conducted policy stock takes to find out what was happening for Pasifika students and to come up with solutions to improve outcomes • Finding relevant evidence and information was the key to successful toli • A variety of authorising environments had to “give permission” and agreement for this work to go ahead such as MOE, Pasifika communities and leaders helping to access communities and broker agreement for talanoa ako, agreement from other government agencies and core public services, education ministers and Cabinet. • The Pasifika Advisory Group was a key part of all plan developments ensuring that Pasifika voices had a strong presence in the MOE’s work	• The plans needed to form coherent and coordinated patterns. This was set in the first plan Ko e Ako ‘a e Kakai Pasifika, organised into four sections of early childhood, compulsory, tertiary and education sector-wide. This format has been adopted in all subsequent plans providing consistency as in an organised kakala (garland), with clear pathways from early childhood through to tertiary, with targets, actions, and milestones • These plans (kakala) were put together in ways that recognised strong themes going through each section of the plan such as effective teaching; engaged parents, families and communities; responsive providers; literacy and numeracy; and transitions across all levels of education. These themes are similar to the strings of fau (string of the giant hibiscus tree) used to weave and hold kakala together • The woven kakala had to meet the approval of a variety of authorising environments including government, Pasifika communities, education sector, internal MOE leadership • MOE leadership approved the 1996 plan and Cabinet approved plans released in 2001, 2006, 2008 and 2009	• Analysed and collated information was sent to all talanoa ako participants to check and confirm accuracy, provide more opportunity for further comment and for community leaders to share locally • A symbolic handing over of the plans to communities of interest had been features of each plan’s release. This is luva, where plans were blessed before copies were handed over to representatives of Pasifika families, communities, principals, teachers, boards of trustees, education agencies, tertiary providers, students, central and local governments, Pasifika Advisory Group, MOE national and regional offices • The plan was the first Pasifika strategy to be approved by government in 2001 before other sector strategies such as Ngā Huarahi Arataki, the early childhood strategy and the Tertiary Education Strategy • The plan was also the first Pasifika strategy in any of the government departments that was approved by Cabinet

Table 37: Fatu‘anga Kakala (Strategic Value)

Kakala methodology				
		Toli (Flower Gathering)	**Tui (Garland Making)**	**Luva (Garland Gifting)**
Strategic Triangle	**(Organisational Capability) Ivi Fakahoko**	• Virtual networks of senior policy analysts and advisers helped to draft the required papers, drawing on the information analysed by the Tolu’i Founga (Development) • These groups included: - Overview and Steering Group of Senior Managers, - policy group - theme discussion groups - Pasifika Advisory Group - Plan Interagency Group • MOE has continued to organise and hold successful talanoa ako over the years. • Pasifika Unit kept an overview of the plans, providing advice across the MOE	• MOE’s Pasifika capacity has followed a growing work programme, from one PMP to a unit with capacity across all regional offices, and a team in the Northern Region • Everyone in the MOE is responsible for Pasifika education, the Pasifika unit makes sure this responsibility is not lost • The Pasifika unit always identified opportunities to help MOE staff and sector create more understanding of Pasifika contexts and their impact on education. • All groups within the MOE used evidence from Pasifika voices, research and data to identify actions and priorities that they could deliver, resource and be accountable for in the plan • Drafting plans always ensured coherence across all levels of education	• Pasifika unit developed tools for internal and external engagement with communities, providers, schools and umbrella organisations to create more understanding of the plan and how they could contribute towards achieving the plan’s goals and targets, draw their own plans from, and place Pasifika at the centre of their activities. Since 2008, schools and communities have requested more workshops on the plan • Presentations have been made at national and international conferences and briefings made to overseas visitors • Education agencies being able to deliver and report on the plans’ goals and targets and their contributions to collective responsibility alongside those of the MOE
	(Public Value) Mahu‘inga Fakafonua	• Pasifika communities have valued being involved in talanoa ako, especially seeing their voices reflected in the resulting plans and policies. • Value to the MOE in learning more about Pasifika contexts, building strong relationships and having external Pasifika peoples provide advice on the MOE’s work. • More research, evidence and data being available to communities	• Government approvals of the plan showed public value in contributing to both government priorities, meeting Pasifika aspirations and expectations and raising educational achievement • Pasifika plans provided coherence for Pasifika education from early childhood education, compulsory education, tertiary and across all education sectors. Targets and actions guide the system’s performance and are used to measure progress • Participation in annual monitoring and reporting	• Luva is a Pasifika value that is seen in reciprocal obligations. Here, it is recognising that for the Pasifika plans to be successful, everyone has a contribution to make including government, education services, researchers, parents, families and communities • Pasifika knowledges have been handed to MOE for its work and the agreed plan handed to others to implement and report against • Plans have created value, resulting in improved Pasifika education outcomes

6.2.5 Fanā Fotu (Transformation)

This tool places Faā’i Mata (Relationships) and Tolu’i Founga (Development) at the centre of the Fatu‘anga Kakala (Strategic Value) matrix, intersecting through talanoa ako. This makes a lot of sense given the importance of these interconnecting frames in helping to meet the kakala methodology and strategic value requirements. Weaving is used in this

thesis to symbolise strategy development that is based on selecting the right information through environmental scanning, situation analysis and having robust discussions with Pasifika and others through consultation; analysing and reviewing information, research and evidence; and meeting quality assurance processes. The plans must work for Pasifika students, families and communities and for the education sector, all responsible for bringing the plans to life.

Fanā Fotu (Transformation) is used to critique the plans in terms of setting a national agenda (fanā/flagship) and whether the plans were successful, resulting in improved Pasifika education outcomes. Fanā Fotu (Transformation) brought all the created tools together showing that there were coherent ways of using Pasifika and non-Pasifika theories, frameworks and analytical methodologies together.

Fanā Fotu (Transformation), included as Figure 50 (Chapter Four above), showed the connections, interrelationships and interdependencies that were important in making sure that Pasifika tools created value in Pasifika and non-Pasifika analysis, that decisions were based on evidence, and that engaging with a variety of communities of interest was included in strategy development. Pasifika cultural discourses have shown the importance of being connected and understanding relationships, leadership and influences within and across Pasifika and non-Pasifika populations. Fanā Fotu (Transformation) is also the figure shown at the beginning of this chapter, Figure 61, against a wall of kakala (garlands) made from putting together multiple collections of smaller kakala. This intricate picture symbolises the multiple phases, world views, skills and competencies needed to develop Pasifika strategies from a Pasifika value base within mainstream education in Aotearoa New Zealand.

Pasifika plans have provided coherent sets of high level goals that have remained relevant over the years, such as increasing participation in quality early childhood education; raising literacy and numeracy levels; achieving school qualifications and moving into further and higher levels of education or into the workforce. According to Chapman and Fullan (2007), strategies need to be integrated and coherent and they suggest four levers for doing this. These are having a national agenda, driving decision making based on evidence, building capacity, and increasing engagement. These discussions find that Chapman and Fullan's

suggestions have been met by the plans, shown through using the created analytical tools. The national agenda for Pasifika education is that Pasifika peoples achieve at all levels of their education, the outcomes sought by the plans. Decisions on objectives, targets and actions have been informed by talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake), the information gathering processes and evidence of what is working to raise participation, engagement and achievement; ongoing capacity building through the engagement frames internally within the MOE and externally with the education sector and Pasifika parents, families and communities. The plans' goals, targets and actions provide a coherent national agenda for Pasifika education in Aotearoa New Zealand, that is evidence based, build capacity across the education sector and Pasifika communities, and, increase engagement with Pasifika and non-Pasifika education stakeholders.

For the plans to be successful in setting the national agenda for Pasifika education, all parts of the education system must know about its vision, goals, targets and actions because they contribute towards their achievement through Pasifika education being a shared responsibility. It is critically important that education services in which Pasifika students participate understand that every part of the system has a contribution to make. Recent developments and evidence on the key levers within schools that influence achievement such as effective teaching, has led to more of the education sector accepting responsibility and accountability for Pasifika students' success.

The first plan, Ko e Ako 'a e Kakai Pasifika, was mainly influential within the MOE, probably necessary in the mid-1990s to get relationships, alignment and performance working well internally. The second plan started to create more understanding externally, though some of the schools with high numbers of Pasifika students said they had not seen the first and second plans, and by late 2008, they were excited at seeing the third plan. Some of the reasons for this happening could have been due to the MOE's low Pasifika capacity, or that some schools and tertiary providers had not analysed their Pasifika data and did not really know where their Pasifika student participation, engagement and achievements were, and consequently Pasifika issues were not high on their priorities. Holding engagement workshops on the plan helped to get schools to see what the plan's intentions were and what that could mean for them, to bring the plan alive and not to be left

on shelves. Engagement workshops saw some schools and community groups moving into action, to put together their own plans for getting better education outcomes for Pasifika students in their schools. In some areas, clustering schools was a positive way to get more of them to be working together on understanding and contributing towards the plan's success. The years 2008 and 2009 saw several schools inviting members of the MOE Pasifika unit to brief them on the plan, an example of this is shown in the vignette below. This vignette shows positive engagement between a school and its parents, led by a school board of trustees in late August 2008, and reported to the Pasifika unit in the MOE's national office.

Vignette 5: Engaging a School Community on the Plan

The school Board of Trustees held an awesome meeting with school staff and Pasifika parents on the 2008–2012 plan. They asked good questions and were really engaged in the presentation and the hard copy of the plan. It's the first time everyone had seen any of the plans. The principal presented what they were doing to lift Pasifika student achievement in literacy and numeracy and how she was reporting to the board every month. The school is running a Reading Together programme involving parents to support their focus on lifting literacy achievement. Those present were keen to make links to the plan. A clear message last night was that contributing to the plan and making a difference for achievement works if they were all in it together. These parents were keen to be involved in supporting their children and the school by taking action themselves. The principal was very pleased with the meeting's outcomes and is looking forward to having more conversations with the parents about what the school was doing. The MOE can make a difference this time round by going out there to have face to face meetings with key people, instrumental in the implementation of the plan. (Reported from MOE's Central South Region, 2008)

There is agreement nationally that Aotearoa New Zealand's "long tail" of underachievement is estimated to be around 20% of students identified through national and international surveys such as NEMP, PISA, TIMMS and IALS surveys. This percentage contains disproportionate numbers of Māori and Pasifika students compared to their proportion of the national population. The national agenda needs to eliminate this long tail and having Pasifika Education Plans help to know what needs to be done. The plans need to flow from strategic levels through to targeted and tailored actions on the ground adding value to students learning. These plans brought together priorities for raising Pasifika students' participation, engagement and achievement. Getting better results needed strong foundations created by participation in quality early childhood education, having strong literacy and numeracy skills, Pasifika learners having strong cultures and

identities, Pasifika knowledges being valued and contributing to educational success, effective teaching and engaged parents, families and communities.

This thesis has enabled the author to spend time reviewing, analysing and theorising about what worked in Pasifika education strategy development and why. Using the tools created for this thesis to synthesise and make power connections through the processes of gathering information and using those to develop Pasifika strategic plans have worked. These tools were effective integrations of Pasifika and non-Pasifika theories and methodologies, successfully used to retrospectively analyse and review the MOE's Pasifika work through processes adopted for information gathering; interrogation of the gathered information; raising organisational capability and skill in developing and finalising successive Pasifika plans; and, whether the Pasifika Education Plans succeeded in setting the national agenda for Pasifika education. These discussions led to concluding that the resulting plans were valued in Pasifika and non-Pasifika settings, being successful fanā (flagships). This Pasifika fanā (flagship) has brokered a following across MOE, education agencies, early childhood providers, schools and tertiary providers, Pasifika peoples, researchers and knowledge creators. Leadership requires followership, a sign of successful agenda setting. However, a high proportion of education providers still have little knowledge of the Pasifika Education Plans and how they might contribute to them, as shown in Vignette 5 above. More still needs to be done to raise Pasifika participation, engagement and achievement closer towards matching those of non-Pasifika populations.

The following extended case study demonstrates the MOE's responsiveness to Pasifika voices in early childhood education.

6.3 EXTENDED CASE STUDY SIX: The Ministry of Education's Response to Pasifika Communities' Voices in Early Childhood Education

Unpacking the Pasifika early childhood journey from playgroup to licensed and chartered status provides insights into the effect of Pasifika voices, aspirations and expectations being heard by the MOE and the MOE's responses. This case is an extended case with more detail drawing out themes that have been identified by this thesis as significant such

as working with parents, families and communities and transitions across education sectors.

1.1 Introduction

Early childhood education (ECE) provision in Aotearoa New Zealand is diverse.

> Each type has its own way of working with children and their parents. Some offer all day education and care, some only part day. Some are led by registered teachers; in others, parents, whānau or caregivers provide the education. There are also services in which other people provide education and care for your child in their home …
> - teacher-led – where teachers provide the education and care
> - parent-led – where parents, whānau or caregivers provide the education and care for their children.
>
> Correspondence and special education services are also available to children who need them. All ECE services, including certificated playgroups, are regulated by the Ministry of Education. This means that services must meet minimum standards of education and care in order to operate. (Ministry of Education, 2009l, n.p.)

Different types of services are committed in different ways:

> Play centres … committed to parent learning and support, kōhanga reo to total immersion in te reo Māori and tikanga Māori, Pasifika to maintenance and strengthening of Pacific language and culture, playgroups to providing social support for parents, community language playgroups to maintenance and strengthening their community language and cultural identity. (Mitchell, Royal Tangaere, Mara and Wylie, 2006, p. viii)

Inspired by the successful te kōhanga reo movement[92], Pasifika communities initially established Pasifika ECE services as Pacific Islands language groups (PILGs) and, after operating for several years, many began to move towards becoming licensed and chartered. Pasifika ECE services were initially established in the late 1970s (Mara, 2005, p.1) by Pasifika peoples, mainly church communities, as an opportunity to maintain Pasifika languages and culture. Helen May (2003) traced the first Pasifika playgroup to be established as

[92] The te kōhanga reo movement was initiated by Māori communities who took control to reverse the Māori language loss situation in the early 1970s.

> Lemali Tamaita a Samoa (originally called St Luke's Language Group in Tokoroa) in 1972-1973, … followed by Te Punanga o te Reo Kuki Airani operating in the Wellington Multicultural Resource Centre around 1982-1983. A'oga Fa'a Samoa followed in 1984 operating from the Herne Bay Resource Centre, and in 1990 became the first licensed and chartered Pacific Islands centre. … By 1984, there were around 10 Language Nests. (pp. 254-257).

Growth consolidated and by July 1997, the number of funded PILGs had increased to 150 (Ministry of Education, 1998, p. 1). Once a Pasifika community wished to establish a playgroup it worked with the Early Childhood Development (ECD), the Crown Agency that was responsible at the time for supporting and advising Pasifika playgroups, to investigate the possibilities.

> The value of playgroups emerged from parents' and ECD's perspectives as both a service offering early childhood education experience, and also an opportunity for parents to learn about their own children's learning, to be supported by meeting with other families and learning things for themselves, and to take on community responsibilities by running the playgroup themselves. Some playgroups have a special role in passing on language and culture and affording similar groups, such as rural parents, teenage mothers, refugees, immigrants and families in refuges, opportunities to get together. There are benefits to this type of programme, involving parents getting together in a group setting with their children that cannot be realised in an individualised parenting programme. (Mitchell & Mara, 2001, pp. x)

All playgroups including PILGs were informal, non-profit making community based groups. Playgroups were able to operate for no more than three hours on any one day and must have more than half the parents of the children attending each session. This meant that parents assumed responsibility for each child attending the group.

> Playgroups are early childhood education services exempt from licensing provided they meet certain criteria. They are the major forms of early childhood education outside of the home for children in the 0-3 age group. Playgroups support parents in their role as early childhood educators, and provide a focus for communities especially in rural areas where families have limited or no access to support services, and in areas where labour market participation is low. (Mitchell & Mara, 2001, p. 6)

Once a Pasifika playgroup is licensed and chartered, it must operate under the same regulatory framework as other licensed and chartered centres. This meant that premises, facilities, curriculum, staffing and management practices must meet the

standards specified in the Statement of Desirable Objectives and Practices (Ministry of Education, 1996c) and the Early Childhood Regulations.

1.2 Contexts

Funding available to PILGs in the early 1990s was mainly for meeting children's basic needs such as refreshments while they were attending a play group session, up to three times per week of three hours each. Parents were initially happy with this provision until it became apparent that playgroups could access more funding and resources if they became licensed and chartered. This required a lot of work and it took a lot of time to get to this status, mainly voluntary on the few people that were spearheading the movement, elders and women who were the experts in Pasifika languages and wanting to hand these over to children and future generations.

By July 1995, 26 centres were licensed and chartered, increasing to 43 in August 1998 and to 52 by May 1999. By 2008, 139 licensed and chartered ECE services were Pasifika character services, a growth of just over five times the number of licensed and chartered ECE services in 1995. During this period some Pasifika ECE services lost their license and reverted to PILGs status, while others have closed mainly because of lack of compliance with the early childhood regulations or because of governance, financial and viability issues.

The call for more licensed and chartered Pasifika services[93] became more pronounced in the mid-1990s, evidenced through talanoa ako reported in Chapter Five. The MOE responded through Ko e Ako 'a e Kakai Pasifika, and that plan's goals for early childhood education were to:

- Increase the number of Pacific Islands children enrolled in early childhood services and the number of licensed and chartered Pacific Islands early childhood centres[94] (PIECCs).
- Identify initiatives and propose a long-term Pacific Islands early childhood education development plan promoting quality, child health and welfare, ongoing support for early childhood centres, and the resourcing

[93] A Ministry of Education survey in 1999 identified 280 Pasifika ECE groups.
[94] Pacific Islands Early Childhood Centres are licensed and chartered centres based on Pacific values, governed, managed, owned and staffed by Pasifika communities, with at least 50% of their programmes delivered using a Pasifika language.

> and strengthening of curriculum and management practices. (Ministry of Education, 1996a, p. 14)

Successive Pasifika plans have focused on ECE acknowledging that this was a key area that can support early learning foundations, important for later learning. This continued focus on ECE addressed both the goals above, supported by evidence about the importance of strong early learning foundations (Wylie, Hodgen et al., 2006).

1.3 Practices

To achieve the ECE goals of Ko e Ako ‘a e Kakai Pasifika, the MOE implemented a number of projects focused on the following areas:

- the provision of more licensing advice and support to developing groups;
- funding for upgrading and building new centres to meet the requirements of the Early Childhood Regulations;
- support for home-based services and parent support programmes;
- more targeted assistance; and
- professional development projects. (Ministry of Education, 1998, p. 2)

1.3.1 Licensing Project

The licensing project was created to

> provide more support and advice to developing groups with contracts for services with the Pacific Islands Early Childhood Council Aotearoa (PIECCA), Kautaha Aoga Niue (KAN) and Early Childhood Development (ECD). These contracts supported 28 targeted centres to become licensed and chartered. (Ministry of Education, 1998, p. 2)

These projects included extra providers contracted to support and advice centres on moving from playgroup status to licensed and chartered status. Contractors supported playgroups with their applications for Discretionary Grants Scheme (DGS) funding, helped groups develop charters including the centres’ missions, values, philosophies, policies and practices to meet the DOPs. Playgroups also had to make sure that the centre’s communities were consulted and agreed with their development and charter. Community support was important and groups needed to make sure the proposed

centre met all legal requirements, and had the skills and expertise required to sustain a viable ECE service.

The MOE had to make sure it had internal capacity to allocate DGS funding, manage contracts for services, provide advice to services ranging from property requirements, curriculum, programme development and implementation, and professional development. In 1999, these functions were spread across the MOE and the ECD and by 2003 the MOE's functions expanded to include providing pre- and post-licensing advice and support, allocating funding, facilitating change, being the licensing and chartering authority as well as providing professional development. This was due to the integration of the ECD into the MOE and while all these functions were located within the MOE, different teams were established to fulfil these different functions and mitigated against possible perceived conflicts of interest.

1.3.2 Targeted Assistance Project (TAP)

> This project focused on locations where participation rates were low. PIECCA provided pre- and post-licensing support to 22 groups. (Ministry of Education, 1998, p. 2)

This initiative involved field workers identifying, contacting and working with Pasifika families with children under five who were not participating in ECE. Field workers encouraged non participating families to be involved in ECE, provide information on the benefits of ECE, and of services available to families in their neighbourhoods. Contractors also worked with groups to provide pre and post licensing support for a year after the centre was licensed and chartered.

1.3.3 Early Childhood Development (ECD)

ECD was the Crown agency working with Pasifika playgroups up until 2003, when it was integrated into the MOE.

> ECD staff advise and support individuals and groups establishing and operating early childhood education centres to meet licensing and chartering requirements. The intensity of the service provided is tailored to the needs of the centre and the community it serves. For instance, assisting Pacific peoples' centres to become licensed and chartered is regarded as a first step towards

> upgrading the quality of provision for children from the Pacific community. (Mitchell & Mara 2001, p. 5)

Besides providing information, advice and support to Pasifika playgroups, ECD also provided parent development services and managed grants to playgroups, managed the Parents as First Teachers (PAFT) programme which included contracts with PIECCA and Anau Ako Pasifika. PIECCA and Anau Ako Pasifika were contracted to work with Pasifika families with infants up to age 3 years, in Auckland and Wellington. These programmes helped to build on parents being the first teachers for their children and encourage ECE participation when children turned 3 years old.

1.3.4 Professional Development

Professional development programmes were also necessary so that existing qualified teachers, parents and those that held key roles within centre management committees (such as committee chairpersons, secretaries and treasurers), had the opportunity to gain further knowledge and skills. Professional development was delivered by ECD to all licensed Pasifika services as well as assisting non-Pasifika services that have high numbers of Pasifika children. Also important were centres' ability to implement Te Whaariki, the early childhood curriculum, and to provide effective programmes for children in the centre's preferred language. This was made easier when Pasifika language guidelines were published by the MOE, such as the Samoan curriculum Taiala mo le gagana Samoa i Niu Sila. All Pasifika language curriculum guidelines included Te Whaariki, unique compared to other language curriculum statements. Pasifika language guidelines enabled a whole-sector language development approach from early childhood through to senior secondary schooling. Other contracted professional development providers for Pasifika services included Wellington College of Education, offering professional development on implementing the Samoan language curriculum guidelines, the only Pasifika language curriculum available at the time. Pasifika services were also able to access professional development from non-Pasifika providers.

1.3.5 Anau Ako Pasifika (AAP)

Anau Ako Pasifika was a home-based programme for Pasifika families with new born children through to seven years of age. It aimed to enhance knowledge, skills and strengths of parents, families and communities to provide an optimum environment for young children (Mara, 1996). Tutors worked with Pasifika families to support their children's learning and developmental needs, and encouraged the use of home languages. Anau Ako Pasifika also developed learning resources for use in Pasifika homes, early childhood centres and junior school classrooms.

1.3.6 Strengthening Education in Mangere and Otara (SEMO)

SEMO was an area wide schooling improvement project. Literacy was one of SEMO's foci, and it established the Early Childhood Primary Link via Literacy (ECPL) project in order to strengthen literacy programmes in early childhood services to enhance children's preparedness for schooling. ECPL included various initiatives to develop better links between primary schools and early childhood centres, such as building better relationships between these two sectors and making early literacy resources available to the community.

ECPL involved early childhood educators, new entrant and year one primary teachers receiving professional development in early literacy acquisition. For early childhood teachers the professional development aimed to broaden their knowledge about literacy, teaching and learning, and language development. Some of the sessions were delivered to ECE teachers by themselves and other sessions were combined with teachers from the local primary schools. For new entrant and year one teachers and their literacy leaders, the professional development aimed to change their beliefs and practices about language learning and literacy. It focused on helping teachers manage the mismatches between children's current expertise and the requirements for classroom learning during early literacy instruction (Phillips, McNaughton, & MacDonald, 2001).

The results reported that students' literacy acquisition improved significantly with the ECE group showing the most effect at age five years. Students in the new entrant and Year 1 classes showed accelerated progress over the first six months of school. By

age 6, a significant number of students had shifted from expected achievement between stanines 1–3 compared to analysis of control groups, to accelerated achievement between stanines 4–6 with a dramatic lowering in the areas where the risk of non-achievement was greatest – writing, vocabulary, text reading and word recognition (Phillips, McNaughton, & MacDonald, 2001). Student achievement was reported to be higher in those schools where teachers regularly engaged with their literacy leaders in evidence-based discussions on the effect of teaching on student learning (Timperley & Wiseman, 2003).

1.3.7 Research

A number of research reports were focused on how Pasifika ECE groups progressed to becoming licensed and chartered and their implementation of Te Whariki, the early childhood curriculum. Some of the research reports now available included the following:

- Mitchell and Mara (2001). Evaluation of two ECD services: Licensing & Chartering Advice & Support to Licence-Exempt Playgroups;
- Mead, Puhipuhi and Foster-Cohen (2003). Pasifika Early Childhood Education, Priorities for Pasifika Early Childhood Education Research;
- Mitchell, Royal Tangaere, Mara and Wylie (2006). Quality in parent/whānau-led services;
- Mitchell, Royal Tangaere, Mara and Wylie (2006). An Evaluation of Initial Uses and Impact of Equity Funding;
- Mitchell, Royal Tangaere, Mara and Wylie (2008). Locality-based evaluation of Pathways to the Future — Ngā Huarahi Arataki - Stage 1 Baseline report;
- King, J. (2008). Evaluation of the Sustainability of ECE Services During the Implementation of Pathways to the Future - Ngā Huarahi Arataki (Final Report to the Ministry of Education). (Ministry of Education, 2010c, n. p.)

1.3.8 Provision of Information

Pasifika parents needed information about ECE services and education generally on which to make good decisions. The MOE made sure that information was accessible through different media such as the publication of an MOE Pasifika news magazine called Talanoa ako – Pacific Education Talk. The first published edition in 1999 was dedicated to providing ECE information. Community radio programmes were used through programme makers who were members of the Pasifika Advisory Group.

Face-to-face meetings continued and ECE conferences such as Strengthening Pasifika Early Childhood Education (SPECE), held between 2000 and 2004, were also avenues for providing information, professional development and networking opportunities for groups to share effective practices. Many schools and ECE services were also providing parents, families and communities with information about their services. Feedback opportunities to the MOE were also available.

1.3.9 Early Childhood Discretionary Grants Scheme (ECEDGS)

The first direct government funding to ECE services began in 1983 with grants for trained staff (May & Mitchell, 2009). The reforms implemented in 1989 resulted in bulk operational funding for all ECE services but no extra provision was made for capital costs[95]. Private ECE services could access capital through equity and loan financing, but these avenues were not always open to community-based ECE services. This led to the further refinement of the established Discretionary Grants Scheme (DGS) for ECE in 1995 to provide capital assistance to community-based ECE groups to upgrade premises or build new centres to meet licensing requirements and create new child places. Three DGS pools were created in 1996, the General Pool, the Te Reo Māori Pool and the Pasifika Pool.

Increasing participation is influenced by a complex mix of demand (e.g. demographics, labour market trends, parental beliefs, family characteristics) and supply factors. The DGS was the government's supply intervention in ECE property. This response was available only to community-based ECE groups, those communities that had the lowest ECE participation rates and were the ones most likely to face the highest barriers to accessing ECE services. The Discretionary Grants Scheme helped groups build early childhood centres that met health and safety requirement as well as provide good learning environments for children.

1.3.9.1 Pacific Islands Pool of the Early Childhood Discretionary Grants Scheme (Pasifika Pool)

The Pasifika Pool aimed to increase Pasifika children's participation in quality ECE

[95] In 1989-1990, the government provided a grant to support Pasifika play groups to meet licensing and chartering requirements and allocated $463,000.00 in 1988-89 rising to $1.197m in 1990-1991 (May 2003, p. 268). Many groups got licensed and chartered as a result of this one off grant.

by providing funding for Pasifika groups to meet the property standards required by the early childhood regulations.

> The DGS [was] significant for Pacific Islands groups. Of the [26] Pacific centres …. licensed and chartered [in 1995], only three were able to do so without the support of a discretionary grant. (Ministry of Education, 1999a, p. 15)

Communities had identified capital resources as being a key barrier to becoming licensed and chartered. Therefore initial priorities for the Pasifika pool were for centres whose projects were most ready to proceed, such as projects for upgrading of a community facility, existing building or a church facility, altering or renovating an existing centre or acquiring land and constructing a building. This approach helped to manage excessive demands on the Pasifika pool.

In assessing applications to the Pasifika pool, priority was given to centres whose projects were most ready to proceed to become licensed and chartered. Centres defined as most ready to proceed with property development was to have met most or all of the following requirements:

- confirmation that a building is available eg, a church hall, community centre, school buildings/classrooms (evidence should include Property Occupancy Document, license to occupy, deed of lease or letter from owners);
- final plans for the alterations or new building;
- confirmation of tenure and agreement that the project can proceed (eg, deed of lease);
- confirmation from the local authority that the proposed site is zoned for early childhood education services;
- confirmation that a piece of land is available for the project, if a new building. Evidence could be a certificate of title, or deed of lease etc;
- itemised current quotes from contractors for renovations or new building;
- resource management consent or building consent for alterations;
- confirmation of 10% funding contribution. This could include a bank statement dated the same day as your application or an itemised and costed list of donated material on contractors letterhead etc;
- written confirmation of support and commitment to the project by the community immediately served by the proposed project eg, parents, church etc;
- be supported by a community needs assessment if the application is for a new centre. (Ministry of Education, 2001a, p. 4)

Successful groups also had to demonstrate viability through conducting needs analyses to confirm that centres were meeting the needs of their community, able to supply the services demanded and, can have full rolls of children participating. In 1996, 19 applications were eligible asking for a total of just over $1.99 million, an over subscription as the pool amounted to only $1 million. As a result, 12 groups were funded and all had their grants reduced to fit the allocation. 1997 saw 15 eligible applicants totalling over $2.62million, and 9 groups were funded. 1998 saw similar trends with 18 eligible applicants totalling over $2.72 million with 11 groups being funded (5 of these groups were on one site). In 1999, 16 groups were eligible totalling $2.482 million and 6 groups were funded.

The above trends showed that increasing demand for capital resourcing inevitably led to fewer applications being successful and the costs for individual projects were also rising over the years. This oversubscription was similar across the Māori and general pools and the government responded by increasing the funding available to the DGS. In 2001 the Pasifika pool increased to $2.5 million and this continued until 2005 when demand had begun to decrease due to service readiness, and decisions on the review of ethnically targeted policies led to the three pools being merged into one pool again in 2006.

Alongside dealing with capital requirements, centres' communities needed to provide ongoing support and involvement. Operating a licensed and chartered ECE service was similar to running a small business, something that most Pasifika community groups were not familiar with in the mid-1990s. Staff must have recognised qualifications and the centre needed to make sure that there were enough qualified teachers for continued operations. Groups needed to understand that Government operational funding for licensed ECE centres was a grant in aid, and would not be sufficient to cover staff salaries, centre maintenance, teaching and learning resources, and other incidentals. These outgoings needed to be funded by the service itself.

Groups also needed to have policies in place such as having effective governance and management practices, regularly reviewed and that the management committee was reflective of the centre's community. The group also had to understand that its focus

was on children's education, and that everything that the centre's adults did should be focused on children's learning, health and welfare. Focusing on children was paramount and governors, management, and professional leaders must understand the significance of their contributions to children's education - participation in poor quality ECE can be damaging. Later evaluations show that most Pasifika centres' skills base were stretched (King, 2008).

1.3.10 The Promoting Participation Project (PPP)

In addressing the lower rates of Pasifika children's participation in ECE, the MOE established the Promoting Participation Project (PPP) and contracted providers to work with community groups to identify and overcome barriers to access, promote participation especially for Pasifika 4-year-olds. In 2001, the MOE contracted four providers in Auckland and one each in the Waikato, Wellington and Christchurch regions to implement the PPP project.

> In addition, another project studied barriers to participation in Auckland for Pasifika children … and found that most non-user Pasifika families were aware of the importance of ECE; however, many lacked specific information about what was available in their locality. Concerns about the quality of ECE services, cost, lack of transport or ability to take children at the beginning and end of sessions, and the lack of availability of [Pasifika Early Childhood Centres] PECCs were the main barriers to participation. PECCs that employed qualified teachers were found to be the preferred type of ECE. (Mead, Puhipuhi & Foster-Cohen, 2003, p. 21)

PPP's success depended on strong community connections and relationships which helped to find and place children in ECE services. However, continuing participation for those that were placed tended to be erratic.

Other projects that contributed to increasing participation in ECE services included Family Start, part of the Strengthening Families strategy that involved health, education, welfare and other agencies. This was an intensive, family-focused, early intervention service aimed to improve the life chances of children with social and family circumstances that put their health, education and welfare at risk.

1.4 Education Review Office Reports (ERO)

ERO carries out evaluations of all licensed early childhood centres including Pasifika services, focusing on the extent to which they met their obligations and undertakings as specified in their licence and charter. In their analysis of ERO reports on Pasifika licensed ECE services between 1998 and 2002, Mead, Puhipuhi and Foster-Cohen (2003) identified that many Pasifika services had *"difficulty dealing with management and administration responsibilities"* (p. 28). Many services had several reviews indicating that there were concerns such as the

> quality of programme/implementation and evaluation of curriculum, financial management policies and procedures, personnel management systems and practice, health and safety of children (and staff in some cases), availability and quality of records/documentation, compliance with licence and/or charter, communication and consultation with the community, [and] inadequate opportunity for parents to participate and/or learn of progress. (Mead, Puhipuhi & Foster-Cohen, 2003, p. 29)

In August 2007, ERO published as one of its Monograph Series, a report on Pasifika ECE services drawn from reviews of 49 licensed Pasifika ECE services completed between July 2005 and December 2006, and included 20 services that were newly licensed and therefore had no previous ERO report. This ECE monograph covered 48% of the 102 licensed Pasifika ECE services in 2007. Pasifika services made up 3% of all licensed ECE services and the children attending these services made up 2% of all child enrolments in licensed services. The monograph concluded that

> there was wide variation between Pacific services in the type and quality of education provided. Many Pacific services provided programmes that were culturally enriching, and some of these were of high quality. Most services met current requirements for staff qualifications. Nevertheless ERO identified concerns in many services about the level of challenge provided by the programmes, the accessibility and quantity of resources, and the quality of interactions with children. ERO also had concerns about legal requirements not being met, and about the provision and quality of advice and guidance programmes for provisionally registered teachers. Many children were not getting the quality of education and care government expects of licensed early childhood services. These matters require significant levels of ongoing professional development for teachers and managers, so that Pacific communities can realise their aspirations for Pacific early childhood education. (Education Review Office, 2007 pp. 17–18)

Many of the concerns raised by Mead, Puhipuhi and Foster-Cohen (2003) were also evident in this ERO Monograph report (2007), even though several programmes have been implemented to address these concerns during this period. There continued to be ongoing concern in this sector and the MOE has continued to provide professional development contractors to work with Pasifika services, particularly on governance issues. King (2008) reported on the sustainability of ECE services in implementing Pathways to the Future-Nga Huarahi Arataki, the Ten Year Early Childhood Strategic Plan

> that a range of factors were associated with service quality, including structural factors (i.e. qualified teachers/kaiako, good quality resources); parent participation in training and PD/wananga; experienced adults working in the education programme; access to and use of a wide range of professional advice and support; parent participation in the education programme; and leadership for adult learning. (King, 2008, p. 14)

King (2008) went on to identify several issues about the efforts needed to meet all the ECE regulations such as documentation, low skill base and reliance on volunteers, financial issues, loss of ability to cater to cultural values, beliefs and traditions. Difficulties in meeting teacher registration targets posed particular issues for Pasifika in terms of costs and low recognition of prior learning from tertiary providers for previous programmes studied. Registered Pasifika teachers were poachable by other services due to low pay and difficult working conditions, both culturally and professionally within Pasifika services. King went on to say that:

> Where these conflicts exist there is a risk of the Strategic Plan making Pasifika ECE services less sustainable: [Pasifika voices were saying] 'If we don't have the patience, the money, the time, the commitment some decide to dissolve rather than go through the process'. (King, 2008, p. 43)

There were also issues raised about quality and Pasifika communities have often asked who was defining quality and whether Pasifika was central to those definitions. It was obviously important to make sure that families' needs were considered alongside children's safety, learning and welfare while in ECE services. However, when all things were considered, the majority of Pasifika services were still operating and many have done so for a number of years. The issues raised above though are real and needed further attention in order to address quality, sustainability and

viability, transition and long term effectiveness, both by communities and Pasifika ECE services, professional leaders and the MOE.

1.5 Transition from Pasifika ECE services to Early Primary Schooling

Sauvao, Mapa and Podmore (2000) in their study "Transition to School from Pacific Islands Early Childhood Services" identified several issues emerging from their synthesis of the literature, demographic data and population trends, interviews and reviews of centre charters. These included:

- Continuity of Pacific Island languages and culture;
- Partnership between home and school;
- Expectations of teachers and parents;
- Implications of the hidden curriculum
- Curriculum continuity;
- Literacy;
- Teacher education; and
- Pacific Islands representation in schools and education. (Sauvao, Mapa, & Podmore, 2000, p. Viii)

Sauvao, Mapa and Podmore (2000) also interviewed parents who responded that the main difference between home, ECE and early schooling was *"the absence of Pacific Islands language and culture at school"* (p. 49).

All Pasifika children enter English medium primary schooling, irrespective of whether they had attended Pasifika language immersion ECE services or English medium services. A few students entered Pasifika bilingual units or classes. This was probably due to capacity available in bilingual services, because this did not reflect Stockwell's (1995) finding that a high percentage of Pasifika parents wanted their children to be confident users of their Pasifika language as well as English and can access bilingual education.

The growth of the Pasifika ECE sector has meant that a number of children entering school will have had their early years immersed in a Pasifika language. Primary schools began to receive these students in their schools from the late 1980s and early 1990s and they began to investigate ways in which they could ensure that there was smooth transition between children coming from Pasifika immersion ECE services to early primary schooling. Schools established bilingual units aimed to empower

students' learning through using Pasifika languages that have been developed in early education. Valuing Pasifika languages was also seen to develop pride in students' identities and positive self image and confidence, all these expected to lead to improved achievement. The author conducted a survey of Pasifika bilingual units during 1998 and 2000 to find out more about establishment and operational issues. Schools and teachers offered numerous reasons for establishing bilingual units ranging from the value of Pasifika languages in helping to develop pride in students, building strong Pasifika identities and helping students to retain positive self images and confidence. Other reasons offered included:

- Empowering students' learning through mainstream education;
- Involving parents in children's education e.g. Through homework.
- Being focused around literacy in first and second languages;
- Promoting student achievement and success;
- Encouraging efficient bi-literate learners; and,
- Promoting positive cross cultural sensitivity through culture and language. (Tongati'o, 2000, n.p.)

Some schools responded by establishing Pasifika bilingual units or classes as their way of responding to Pasifika achievement as well as cultural and language maintenance.

> Schools that have bilingual units/classes were usually found in Decile 1–3 primary schools, mostly located in South Auckland, within schools that have a Pasifika population ranging from 40 to over 90% of the school roll. Most bilingual units were Samoan with a few Tongan, Cook Islands Maori and Niuean and established as a school's (mainly Pasifika teachers) response to Pasifika student achievement. Units established and disestablished themselves depending on the need within the school, its community and available trained staff. (Tongati'o, 2000, n. p.)

The survey also identified that bilingual units were mainly started by Pasifika teachers convinced that this was the solution for making sure that Pasifika children succeeded in education as well as maintained their Pasifika languages. At the time there were 23 bilingual units, staffed by registered Pasifika teachers with Diploma or Advanced Diploma of Teaching qualifications. Many units also had language support staff, all of whom were bilingual speakers themselves, many were trained in Pacific Islands Countries and had migrated to Aotearoa New Zealand. Many of the bilingual

unit teachers have taught in their schools for a number of years, many of them were also in senior positions, and about 20% of these teachers also had Diplomas of Teaching English to Speakers of Other Languages (TESOL) or bilingual teaching qualifications.

The survey also found that bilingual units adopted a variety of formats and classroom practices ranging from immersion instruction in a Pasifika language over four days and one day in English repeating the work that was delivered on the previous four days, or, the opposite format was used. In some units, language use was around 40% in a Pasifika language and 60% in the English language, while others were called bilingual units but operated in English most of the time, some operated 80% of the time in a Pasifika language and 20% in English.

Establishing bilingual units were lengthy processes, taking many months if not years. First of all there had to be a leader, often Pasifika teachers, within the school to take up this cause. These teachers then had to set about convincing the rest of the staff within the school, the principal, the school board of trustees and of course the parents and children, who often did not want to be singled out as needing different treatments. Participants in the survey raised a number of issues that they were facing including the lack of resources for teaching and learning, professional development and adequate training for bilingual teachers or teacher aids. There were also issues raised about communities' limited understanding of bilingual education, and often school boards would agree to the establishment of bilingual units but did not follow that agreement through with funding commitments to enable the unit to source teacher aids and resources.

Once established, principals and teachers reported that bilingual units had positive impact on the school, its parents and communities by establishing a great sense of pride and support for the school. Parents of children in bilingual units were eager to support schools and attended numerous school-based activities. They spoke highly of their children's education as well. Even out of zone families were attracted to schools with bilingual units for language purposes.

Interestingly, the survey found that children who attended bilingual units at the time had little ECE experience. Those children that attended ECE services attended mostly Pasifika ECE services, both licensed and chartered and playgroups. These services operated with varying degrees of bilingualism, total immersion or English speaking only. The reasons given for not attending ECE services mainly included the lack of access due to location, some services were long distances away from families. The table below shows the language use in Pasifika ECE services in 1999.

Table 38: Pasifika Language Use in Pasifika ECE Centres as at July 1999

	Number of Centres				TOTAL
Language	<30%	30-50%	51-80%	81-100%	
Cook Island Mäori	21	4	2	1	28
Fijian	8				8
Pacific Island	5				5
Samoan	159	4	9	21	193
Solomon Island	1				1
Tokelauan	5				5
Tongan	31		1	8	40
TOTAL					280

Ministry of Education, 1999a, n. p.

The data suggested that most Pasifika ECE centres were using Pasifika languages for 30% or less during contact time with children. Samoan children are most likely to be experiencing high levels of immersion in Samoan ECE services. This result was a surprise to services as it was not a deliberate move by them not to use their preferred Pasifika language. Consequently, Pasifika services made sure that these trends were reversed.

Participants in the bilingual survey concluded that the main solution to the issues that they had raised was that the MOE needed to develop bilingual education policies. Other solutions included providing further training for bilingual teachers and on-going professional development. Teachers proposed a way forward in that schools should make sure that their charters included a Pasifika focus which would ensure that funding for promoting relevant programmes such as bilingual education was

allocated, and, that there were adequate incentives for Pasifika teachers to stay in teaching.

Developmental and transitions issues from ECE to schooling were well documented and strategies have ranged from modifying family literacy practices, modifying teaching practices, focus on broader school activities and joint approaches with families and communities (Turoa, Wolfgramm, Tanielu, & McNaughton, 2002), or focusing on the possibilities of further development in Pasifika bilingual education (May, Hill, & Tiakiwai, 2004).

During 2007, the research project Quality Teaching Research and Development (QTRD) was conducted within a Samoan bilingual hub that included five different schools. This project aimed at helping teachers focus on collaborative inquiry and evidence-based pedagogy to improve learning outcomes for Samoan learners in bilingual classrooms. This research showed that the most common reason for having bilingual Samoan/English classrooms was that parents have asked for them.

> Parents believe that bilingual teaching will help strengthen the language, through which their culture will be maintained. They believe that if their children are knowledgeable about and confident in their culture then academic achievement will improve. Samoan bilingual programmes are a relatively recent development within New Zealand schools and there have been relatively few professional learning and development opportunities to specifically support bilingual teaching in these schools. (Ministry of Education, 2009e, p.2)

1.6 Achievements

The success of all the initiatives put in place to support the movement of Pasifika playgroups into licensed and chartered services can be seen in increases in the number of licensed centres**.** Advice and support were provided to services, without which many Pasifika playgroups would not have been licensed. The DGS scheme was also successful in enabling services to meet the property requirements before they went on to being licensed and chartered. Over the years, there had been high demand for all pools, clearly showing a need for DGS funding. The Māori pool[96]

[96]The three pools adopted slightly varied practices such as the kōhanga reo operating under the umbrella of the Te Kōhanga Reo National Trust. The Trust's practice was to pass the DGS grant onto successful kōhanga reo applicants as loans to be repaid into the Trust's property funding pool.

increased from $1.8m in 1997/98 to $2.4m in 2000/01, the Pasifika pool increased from $1m in 1997/98 to $2.750m in 2000/01, and the General pool up from $2.885m in 1997/98 to $3.685m in 2000/01. Applications for the Pasifika DGS pool were received as a result of a Pasifika playgroup having worked with a licensing support provider and becoming the most ready to proceed with their project, moving closer to becoming a licensed and chartered centre.

Achievement can also be seen in the registration of the Diploma in Teaching Early Childhood Education (Pasifika), on the National Qualifications Framework and the number of qualified teachers registered by the New Zealand Teachers Council. Most of the Pasifika licensed centres have continued to operate successfully and Pasifika children's participation in ECE have increased though this is still low compared to other populations.

1.7 Discussions

On average, it took around five years from the time a playgroup got a DGS funding grant to the time it became licensed and chartered. The main reasons for this delay were the many requirements that a group had to meet. These included financial planning and accountabilities; groups having to be legal entities or operate within an umbrella of a legal entity in order to access government funding; have organised and well developed management committees; qualified teachers that met the qualifications specified at the time; have policies and charters that were signed off by their communities; and a supply of children ready to enrol helping the service to be sustainable and viable. In many cases this was between 25–30 children, a lower number might not be viable financially.

While governance, management, leadership, cultural and professional changes were being worked through, the building process was also under way. These included meeting building consents, finding suitable building sites and resolving any resource consent issues with the local council before construction began. These were huge undertakings needing highly skilled people and for many Pasifika community groups, these skills were not available internally and had to be purchased in. Expert project and financial management skills and advice were not always able to be provided by

Licensing Project contractors and therefore this was more expense on top of significant outlays already made and these technical areas were addressed with significant help from the MOE and its contracted support providers. Other related issues were possibilities of burnout and exhaustion on Pasifika community groups working unrelentingly towards achieving their goals, usually driven by a few key people. The Pasifika ECE sector is a diverse sector and responding to their aspirations and expectations needed to build in diversity so that front line services would be able to apply their projects and contracts to work for different Pasifika ethnicities. The solutions had to be Pasifika solutions, sometimes these were not easily brokered or found.

The effect of DGS funding on successful groups was sometimes not always positive. One such case resulted in a group disintegrating because of internal conflicts and the group's leaders couldn't make the necessary decisions to keep the group united and working towards their licensing goals. This group furnished all the required DGS documentation and had worked with a contracted provider to finalise their successful application. What was unknown to anyone at the time was the potential effect of receiving a grant on internal group dynamics, decisions and the conflicts that eventuated. Escalating internal conflicts resulted in inertia and inability to get the project under way and as a consequence the MOE asked for the grant to be returned, which the centre complied with.

Over time, there had been a significant amount of capacity building in the Pasifika ECE sector to make sure that viability was ensured over a long period of time. This helped to realise the significant government financial investment in these services as well as community financial and in kind contributions. Capacity building has had to address the skills necessary to run small businesses as well as ensuring that a pool of qualified teachers continued to be available to meet government regulations as well as developing professionalism and leadership in centres. This capacity building approach also led the MOE to facilitate the development of the National Diploma in Teaching, Early Childhood Education (Pasifika) at Level 7 of the National Qualifications Framework (see Case Study Two in Chapter Five above).

The long-term benefits of Pasifika ECE participation in quality services will be realised when children that have participated in ECE move through the education system. Those children were expected to be better prepared for learning, leave secondary school with qualifications and leave tertiary education with higher professional and vocational qualifications. In terms of transition into schooling, it is useful to draw on the conclusions from Foster-Cohen's essay drawn from a number of international studies that identified advantages for children in being

> educated at least initially in their community languages. Four main findings emerge: (1) the students maintain their home language, (2) there is no loss of curriculum performance, in fact all things being equal they perform better than children mainstreamed in a programme which transfers them to the dominant language of the community without reference to their community language, (3) the children's attitudes are more positive and they have a good chance of having an enhanced sense of identity, self-esteem and self-concept, and (4) the children's performance in the majority language (in our context, English) is better than those exposed to this majority language from the beginning of their schooling, in the absence of the community language. (Mead, Puhipuhi, & Foster-Cohen, 2003, p. 63)

Foster-Cohen went on to cite Baker (2001) on the conclusions drawn from the Canadian Education Association about the merits of bilingual education.

> The Canadian Education Association concluded in 1991 that community language programmes result: in positive self-concept and pride in ones background; better integration of the child into school and society; more tolerance of other people and different cultures, increased cognitive, social and emotional development; ease in learning new languages; increased probability of employment; fostering stronger relationships between home and school; and responding to the needs of the community. Moreover, Dutcher's review which included data from New Zealand, argued that in the long term, bilingual education was more cost-effective than mainstreaming children in English-only contexts. (Mead, Puhipuhi, & Foster-Cohen, 2003, p. 63)

Discussions about bilingual education invariably end up being discussions about Pasifika languages, inextricably interwoven to such a degree that discussing one without the other is futile.

The presence of Pasifika ECE services raised the expectation that similar models of

learning would be available at primary school, especially drawing from Māori[97] models probably another driver for the development of Pasifika bilingual education similar to the development of Pasifika ECE services. Pasifika equivalents are found in ECE services, a few bilingual units in some primary and intermediate schools with no equivalent tertiary services. Pasifika language classes are offered through primary, secondary and tertiary levels though the number of students taking those subjects in primary and secondary education has seen little change over the last 16 years. There are Pasifika private training establishments in the tertiary sector but these mainly offer second chance education and have different roles compared to wānanga. Some tertiary institutions have a Pacific studies centre as a focus for several programmes supporting students, language and cultural programmes. Some institutions also have Pasifika strategies such as Pasifika@Massey, and many providers run Pasifika post-graduate symposia, such as the Pasifika Voices at Otago University and the Building Research Capability in the Social Sciences (BRCSS) talanoa network across all universities.

Pasifika ECE services, bilingual education and language classes were all dependant on demand from Pasifika communities, posing challenges between demand and supply imperatives.

Pasifika parents needed to understand the benefits of ECE participation, more importantly, that more benefits will be gained by sustained involvement through attending quality ECE services for an extended period of time. However, there are Pasifika child rearing practices and extended family involvement in looking after children that might impact on ECE participation. Pasifika practices value collective responsibility in childcare and the benefits were in Pasifika children getting to know their cultural heritages, languages, family connections and relationships and contexts in both Aotearoa New Zealand and their Pacific home countries of origin. This might mean that parents may have to consider choices between family practices and the evidence about the long term education gains that can be made by ECE participation. Many parents may not be aware of these issues and therefore information needed to

[97] Māori education provisions are made up of te kōhanga reo (early childhood education services), kura and wharekura (Māori immersion primary and secondary schools) and wananga (tertiary providers)

be available in ways and forms that parents can access easily. However, parents for a variety of good and valid reasons may prefer extended family care arrangements over early childhood centre-based care and education. Success from a Pasifika perspective is that participation in ECE can lead to both quality participation, helping to build strong learning foundations for future education success, and, strong cultural maintenance. Success also required solutions that may range from ECE centre-based participation through to home-based options that work for Pasifika parents and families.

By 1 July 2009, the MOE data was showing a total of 145 licensed Pasifika character[98] services. These definitions were based on whether or not a service fitted into one or more of the following categories. There are overlaps between these categories:

- Services that are defined as Pasifika character (by services themselves): 94 services
- Services that teach for over 50% of their teaching time in a Pasifika language: 83 services
- Services where over 50% of the total roll comprises of Pasifika children: 136 services. (Ministry of Education, 2009l, n.p.)

1.8 Conclusions

Conclusions drawn from this extended case showed that the MOE was very responsive to expressed education aspirations from Pasifika communities in ECE. These were drawn up into Pasifika strategic plans with many projects implemented to make sure these Pasifika aspirations and expectations were met as far as possible. Strong themes of families' and communities' engagement in ECE have been identified as important connectors throughout the many projects under way. However, the number of projects available might have been counterproductive and the numerous contractors in place to help Pasifika communities achieve their ECE goals did not seem to be well connected to each other. The competitive contracting model might not fit well with Pasifika communities that value relationships and reciprocal interactions on an ongoing basis. The devolutionary model and hands-off

[98] In 1996, Pasifika ECE services were defined as those that were governed, owned and run by Pasifika communities such as incorporated societies and churches. This definition has broadened by 2009.

approach also did not seem to sit well with Pasifika ECE services, shown through the need for ongoing support to sustain service quality. This is probably a reflection of the general lack of Pasifika community expertise in specialised roles required by the ECE sector. Such roles include financial planning and reporting, curriculum development, professional leadership and in some cases cultural leadership as well, and governance and management.

There has been significant financial investment in Pasifika ECE services with the DGS scheme alone for capital development. This investment needs to be seen in increased participation and sustained quality. It was positive that Pasifika communities were involved in ECE, but children needed to be at the heart of Pasifika ECE services. Pasifika services needed to take ownership of their sector, to realise their own aspirations which was not always successfully driven from external factors. Mara (2005) and Mead, Puhipuhi and Foster-Cohen (2003) also raised the lack of a Pasifika ECE umbrella group. Mara suggested that ECE associations could tackle the *"final frontiers"* that

> … they acted collectively and strategically: to achieve better pay and conditions, to set up professional development systems and criteria appropriate to their service's philosophy, and they set up systems for the development and maintenance of infrastructure (governance and management including financial management). They did this so that the teachers could get on and do the teaching, get on and implement the curriculum whilst the overarching association provides (or contracts in) regular opportunities for training and staff development that is separate from increasing qualifications. (Mara, 2005, p. 8)

Pasifika services' attempts at establishing an equivalent national umbrella group led to setting up the Pacific Islands Early Childhood Council of Aotearoa (PIECCA), but this umbrella group has not been as effective and strong as the Te Kōhanga Reo National Trust. PIECCA did not have the support of ethnic Pasifika ECE parent organisations and was no longer operating in 2009. Ethnic-specific ECE umbrella groups have also been established by Pasifika communities, the most prolific one seems to be the Samoan umbrella organisation Samoa Aoga Amata Sosaiete I Aotearoa (SAASIA). Pasifika ECE services were not lacking in vision and aspiration, what was lacking was the will to act collectively and strategically and not using

funding blocks as barriers to setting up of umbrella groups and associations to help realise some of these visions.

Reviews and evaluations reported in this case seemed to be pointing to Pasifika ECE services needing closer ongoing support and advice through case management approaches and long term hand holding. The hands-off approaches adopted by the MOE and other agencies responsible for supporting Pasifika ECE services often inadvertently resulted in issues regarding viability and long-term sustainability. The tendency for groups to operate in isolation from each other is probably due to the myriad of functions that needed to be fulfilled successfully on a daily basis. This might be reflected in the inability of the Pasifika ECE sector to sustain a viable umbrella organisation, whether ethnically or cross-ethnically. There were tensions about being independent and minimising dependency on umbrella organisations and the MOE, alongside group pride in not wanting to be seen as needing ongoing support.

While there were visions for supporting umbrella organisations, the lack of financial support from member organisations or centres was obvious. Umbrella organisations have been sources of support in other sectors, such as the Early Childhood Association, the Christian Early Childhood Education Association, the Kindergarten Association and the Te Kōhanga Reo National Trust. Pasifika ECE services stand out for its lack of an effective umbrella organisation. Mead, Puhipuhi and Foster-Cohen (2003) pointed out that this development for Pasifika fell through the gaps – that prior to the education reforms, some umbrella organisations were established with government support but Pasifika ECE services were later developments.

Transition from Pasifika ECE services to early primary schooling remains largely about families knowing that their children can start school when they turn 5 years old. There was still not a lot of information available on different school provisions that could be accessed by Pasifika peoples. Smooth transition is more a case of unplanned success than conscious planning as numerous issues have been raised by researchers (Mead, Puhipuhi, & Foster-Cohen, 2003; Mara, 2005; McCormish, May & Franken, 2007).

Mead, Puhipuhi and Foster-Cohen (2003) provided insights into areas for further research as well as community language issues in early schooling. This extended case found that language issues have been raised by students, parents, families and communities of interest and this won't go away. However, priorities for Pasifika language education shift with different audiences. Many parents, while valuing Pasifika languages, want schools to make sure that their students were proficient in English, and that parents were happy to be the first teachers of Pasifika languages to their children (Taumoefolau, Starks, Bell, and Davis, 2004). Family was the most important player in the language maintenance debate. Pasifika language associations also called for more provision in this area and the MOE responded by developing Pasifika language guidelines and language resources. However, the number of students participating in Pasifika language classes has not changed much over the past 16 years. The Pasifika voice has been heard, the policy settings have responded, but uptake remains low.

Pasifika families seemed to be willing to be involved in Pasifika ECE services during their children's informal education years, but in formal education there was a preference for English medium. However, there are few choices for parents in primary schooling compared to the variety of options in ECE. Pasifika students entered English medium primary education, the few choices available were provided by Pasifika bilingual units. It is unknown if more bilingual units were available at school entry, whether Pasifika parents would actually take up those options for their children.

Effective teaching came through as a strong theme in this case with more Pasifika teachers becoming qualified. However, age is worthy of consideration in terms of long-term viability. The SPECE fono held between 2001 and 2004 identified that most of the Pasifika early childhood educators were over 40 years old. This finding was also shown in the MOE's analysis of students studying in pre-service teacher education programmes in 2003. For students studying in approved ECE programmes, Pakeha average age was 31 years old, Māori 32 and Pasifika 40 years old (Ministry of Education, 2003c).

Pasifika ECE teacher graduates often found themselves being the licensees or the professional leaders of the services they were employed in, an immediate escalation into senior management and leadership roles. This was due to not having enough qualified teachers in this sector and might create problems for teachers in terms of being unprepared to provide professional leadership at this stage, needing more professional development and support. Working conditions such as cultural demands, traditional practices and low salary levels are important issues to be addressed because many Pasifika teachers were moving to work in non-Pasifika ECE services. From a strategic perspective, this was not a bad outcome because about 60% of Pasifika children were participating in non-Pasifika ECE services. However, this posed ongoing challenges for Pasifika services in attracting and retaining registered Pasifika teachers.

This case has shown the contributions that government, early childhood services, parents, families and communities can make towards education; the importance of effective governance and management; the effect of quality teaching, and the importance of transitions. Last but not least is the importance of the education sector and education agencies collectively contributing towards achieving the ECE goals of successive plans.

While participation has increased over time, there is still a difference between Pasifika participation in ECE compared to the rest of the population.

6.4 Moving from one level of education to the next

Smooth transitions from one level of education to the next is important for all students, particularly for Pasifika students because they come from a variety of backgrounds, may have participated at a variety of early childhood services or come directly from home into mainstream schooling which is not linguistically diverse. The majority of children from Pasifika ECE services enter mainstream schooling and English medium classrooms.

There are implications for learning through Pasifika language media when transitioning from Pasifika immersion early childhood services. The MOE's response to language

learning has been focused on developing Pasifika language guidelines that cover ECE and schooling, and, providing teaching and learning resources and professional development for teachers. Yet, the demand from students taking up Pasifika language options in schools has been relatively stable over the last decade; a very small proportion of the Pasifika student population in the school sector are learning through Pasifika language medium. In 2009, 2443 Pasifika students were learning in a range of language levels of immersion, seen in Table 7, Chapter Two above.

There seemed to be a mismatch between demand from communities for Pasifika language provision in education services, the supply from MOE in providing language guidelines and teacher resources, and uptake in terms of the number of students taking up these language options in schools, already discussed in the extended case study above. However, if demands from Pasifika communities about participation in language and cultural learning increases, there might be capacity issues raised and the education system might not have enough available qualified Pasifika language teachers to meet that demand.

Taumoefolau, Starks, Bell and Davis (2004) found that in Manukau City there was a

> clear shift from community languages to English, [which] … may have little effect on the community language at [the] present time … [but] … if the trends continue, worrying levels of language shift … can be expected within the next generation. (Taumoefolau, Starks, Bell, & Davis, 2004, p. 44)

The majority of participants in this study said that responsibility for language maintenance remained with families, communities, schools and churches in that order. Elders and government were in the middle range and children and individuals were said to be the least responsible for language maintenance. Obviously family played an important part, and this finding coincided with Pasifika youth voices saying that parents have key roles in language and cultural maintenance.

Provision of Pasifika bilingual education is a related issue, where this is currently provided by some schools with agreement from their boards and support from parents, as a response to their students' low achievement. Schools with Pasifika bilingual classes were saying that this pathway was working and future evidence will be important in seeing how this

provision can support in raising Pasifika achievement further. Currently, Pasifika bilingual education is funded by schools from their operations funding and staff in these bilingual units say this is not adequate. In response to the lack of bilingual policies, the MOE had included this goal in the Pasifika Education Plan released in 2001 and Pasifika bilingual education policies were developed resulting in three initiatives being implemented for Pasifika learners in mainstream classrooms. The first initiative was developing resources for teachers of bilingual students in mainstream settings called the Language Enhancing the Achievement of Pasifika (LEAP), developed by May, Franken and McCormish over the 2004–2006 periods. LEAP was developed for teachers who have bilingual Pasifika students in their mainstream classrooms in which English is the language used for instruction. Teachers do not need to be bilingual or to know a Pasifika language in order to use this resource and parts of the LEAP resource may also be useful for teachers of bilingual classes who use a Pasifika language as the medium of instruction.

The second initiative was professional development support for second language teachers through offering scholarships for teachers to study towards an advanced Diploma of Teaching English to Speakers of Other Languages (Dip TESOL), offered through tertiary providers across the country. Schools supported their teachers taking up this opportunity by providing teacher release for participants, support in terms of resources and textbooks, and action research opportunities within teacher's classrooms in applying theory to practice.

The third initiative was provision for language centres Achieving Through Pasifika Languages (ATPL) encouraging language development within communities and early schooling. ATPL is offered via contracts with schools or communities to offer language centres attached to schools as after school programmes or to Pasifika communities for school age children from Years 1–4 (age 5/6 through to age 8/9). ATPL centres operated for three sessions per week and aimed to help more Pasifika children normalize the use of Pasifika languages.

There has been positive feedback from schools, teachers and parents about these projects. Bilingual units continued to be funded by schools out of their operations funding though others proposed that funding should not be used as excuses for developing comprehensive

bilingual policies (May, Hill, & Tiakiwai, 2004) for all Pasifika languages in Aotearoa New Zealand.

There seemed to be a cycle of apportioning blame where staff in Pasifika bilingual units said that a lack of policies and targeted funding for bilingual units led to low uptake. There was also the view that parent demand for these services needed to be stronger and must be heard by schools. Pasifika teachers in bilingual units also cited the lack of understanding by Pasifika parents of the value of Pasifika bilingual education, which led to low uptake and less than optimal support from school boards (Tongati'o, 2000).

While more than half of the Pasifika population is now born and brought up in Aotearoa New Zealand, a significant proportion of this population is exposed to or speaks a second language. ESOL resources helped to raise English proficiency levels, and MOE data showed that in 2009 around 60% of Pasifika Years 1–4 students' accessed ESOL support, however data from previous years showed that after four terms of ESOL support, a third of this cohort was still not at expected English proficiency levels. There were several likely reasons for this but one of them might be due to the fact that English language is being taught to Pasifika students who were not yet proficient in their first language and therefore may not have the language foundations on which to base effective second language learning.

In drawing together the themes from an MOE-facilitated Language Acquisition Research forum held in 2003, Foster-Cohen concluded that

> there is no room for complacency. Achieving and maintaining bilingual speakers and writers cannot be left to chance or the vagaries of uncontrolled power balances. The hegemony of English in the world today is such that no country intent on preserving and developing languages other than English for the generations to come can afford to take its eye off the ball for a moment. What has been achieved for te reo Māori needs to be built upon and developed even further, the other community languages need to be developed to the same or similar status within the country; and all Aotearoa/New Zealanders, including monolingual native English speakers, need to be encouraged to embrace the idea that being a user of more than one language is a source of richness for our country. (Foster-Cohen, 2003 in Ministry of Education 2003a, p. 177)

Foster-Cohen went on to endorse the views that literacy in all its forms was *"vital to language maintenance, to educational advancement and to cultural identity"* (p. 178). The above related issues of Pasifika languages, bilingual and immersion provisions warrant further investigation.

Cohort analyses provide more information on Pasifika students studying at Year 11 and above. Information included in this discussion showed data for different ethnic groups, noting that the category of other Pasifika contains a combination of smaller Pasifika populations. In summary

- In 2008, Pasifika students have continued to increase their rates of attainment in NCEA at typical levels and above.
- Literacy and numeracy attainment at Level 1 is steadily increasing for Pasifika students each year, with the gap between Pasifika and non-Pasifika continuing to decrease.
- Fijian students continue to be more likely to achieve at typical level or above qualification compared to other Pasifika groups, closely followed by Samoan students. (Ministry of Education, 2010a, p. 1)

The table below shows the percentage of Pasifika students in Years 11 to 13 who have continued to participate in NCEA from 2006 to 2008. Participation by individual Pasifika groups was similar across all groups with the participation rate above 90% for all groups in 2008.

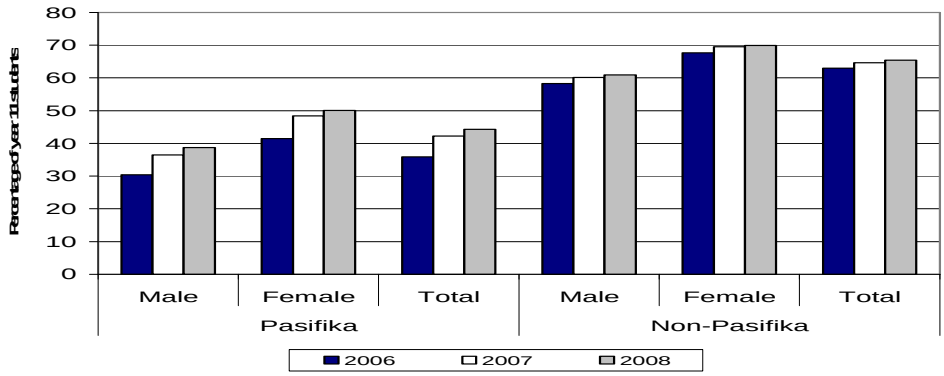
Table 39: Percentage of Student Participation in NCEA assessment, 2006-2008

	2006			2007			2008		
	Year 11	Year 12	Year 13	Year 11	Year 12	Year 13	Year 11	Year 12	Year 13
Pasifika	94	97	95	96	99	96	97	99	97
Non-Pasifika	93	95	93	94	96	94	94	96	94

Notes: International-fee paying and NZAID students are excluded; participation is defined as number of candidates (students who have gained at least one credit on NCEA) divided by student roll as at 1 July. (Ministry of Education, 2010a, p. 4)

The figure below shows gender distributions and non-Pasifika student populations. Women were doing better in both Pasifika and non-Pasifika populations.

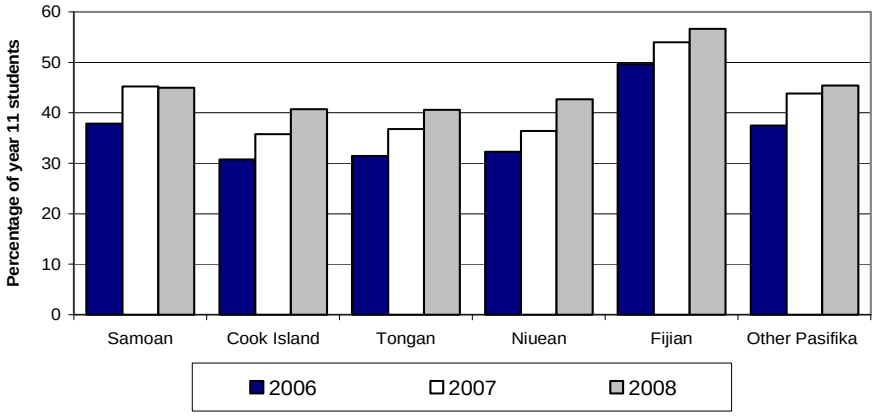
Figure 63: Proportion of Year 11 students to gain an NCEA qualification at typical level or above by gender 2006-2008



Ministry of Education, 2010a, p. 5

Figure 64 below shows achievement of qualifications for individual Year 11 Pasifika groups, which was steadily increasing since 2006. Fijian and Samoan students were most likely to achieve a Level 1 or above qualification with 57% and 45% of students attaining a qualification in 2008 respectively. Female students in all Pasifika groups were more likely to achieve a qualification compared to male peers with female Fijian students (67%) most likely to gain a Level 1 qualification in 2008.

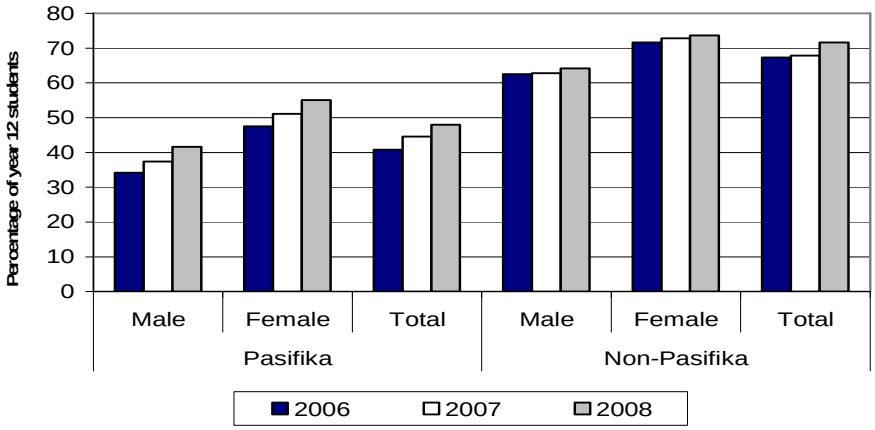
Figure 64: Proportion of Year 11 students to achieve Level 1 or above qualification by Pasifika group, 2006-2008



Ministry of Education, 2010a, p. 6

Figure 65 below shows Pasifika and non-Pasifika Year 12 students gaining NCEA Level 2 and above qualifications. Comparatively Pasifika achievement is lower though there have been steady increases.

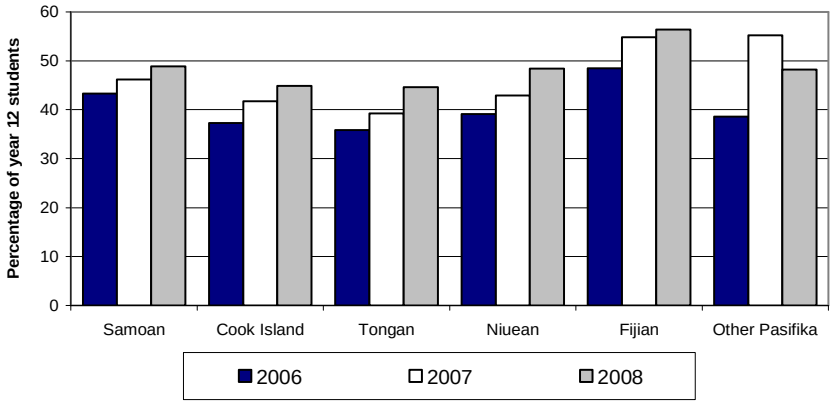
Figure 65: Proportion of Year 12 students to gain an NCEA qualification at Level 2 or above by gender, 2004- 2008.



Ministry of Education, 2010a, p. 6

The picture for different Pasifika groups is shown below, Figure 66. Fijian students continued to have the highest proportion of students achieving at Level 2 or above (56%), followed by Samoan and Niuean students (48% and 49% respectively in 2008).

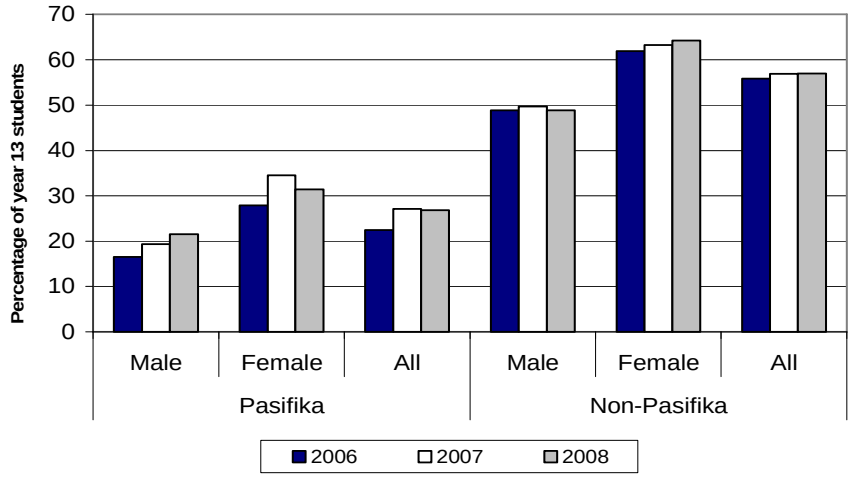
Figure 66: Proportion of Year 12 students to achieve Level 2 or above qualification by Pasifika group, 2006-2008



Ministry of Education, 2010a, p. 7

Figure 67 below shows Year 13 students gaining NCEA Level 3. The proportion Pasifika students gaining this qualification was about half the proportion of non-Pasifika students and Pasifika males were achieving the lowest.

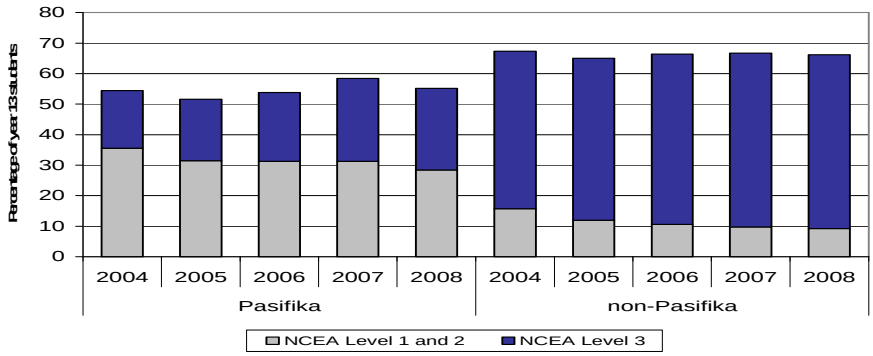
Figure 67: Proportion of Year 13 students to gain an NCEA qualification at typical level or above by gender, 2004- 2008.



Ministry of Education, 2010a, p. 8

The figure below (Figure 68) shows the proportion of students that gained NCEA Levels 1, 2 or 3 and above from 2004–2008. Overall, 50–60% of Pasifika students achieved an NCEA qualification in Year 13 (level 1, 2 or 3). In 2008, 28% of Pasifika Year 13 students gained NCEA level 1 or 2 as their highest qualification (slightly lower than 2007 at 31%). In comparison, non-Pasifika students were more likely to be completing Level 3 in Year 13, showing Pasifika delayed achievement.

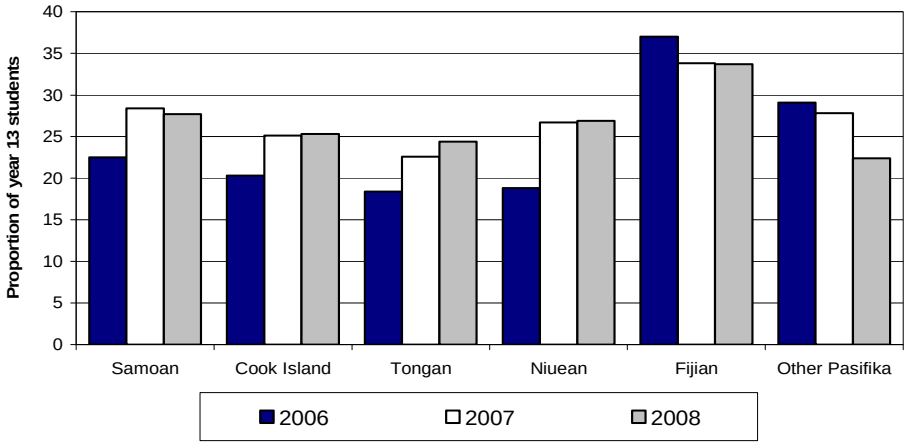
Figure 68: Proportion of Year 13 Pasifika & Non-Pasifika students to gain a qualification at NCEA level 1, 2 or 3+ (2004-2008)



Ministry of Education, 2010a, p. 8

Achievement for different Pasifika groups in Year 13 is shown in the Figure 69 below. In line with previous levels, Fijian students were most likely to achieve a Level 3 or above qualification (34%), followed by Samoan students (28%).

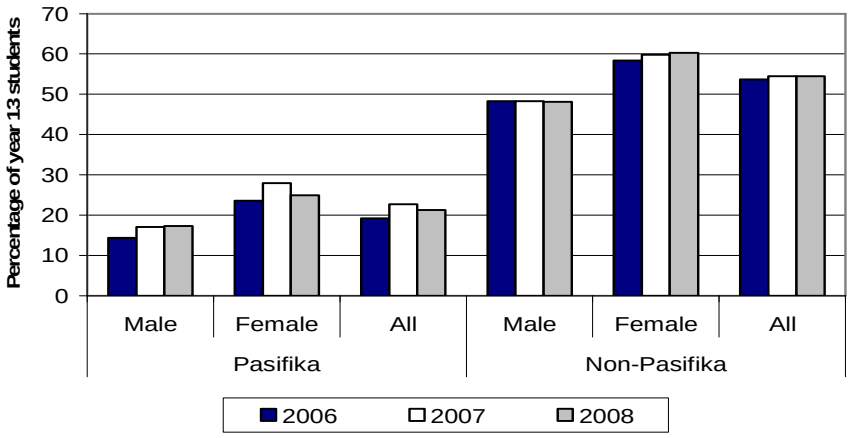
Figure 69: Proportion of Year 13 students to achieve Level 3 or above qualification by Pasifika group, 2006-2008



Ministry of Education, 2010a, p. 9

Similar trends were shown for students meeting university entrance requirements, Figure 70. Pasifika females were doing better than their male counterparts, though both were lagging well behind non-Pasifika populations.

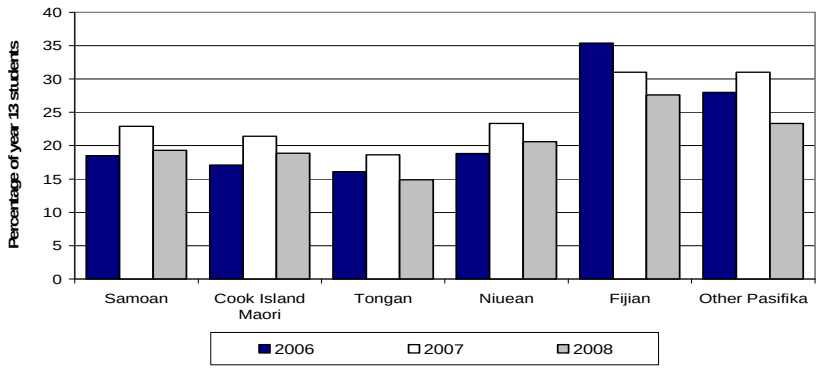
Figure 70: Proportion of Pasifika and non-Pasifika to meet University Entrance requirements, 2004-2008



Ministry of Education, 2010a, p. 10

Fijian students were more likely to achieve university entrance standard in 2008 (28%), followed by Niuean students (21%). However, the proportion of Fijian students achieving that standard has decreased since 2006.

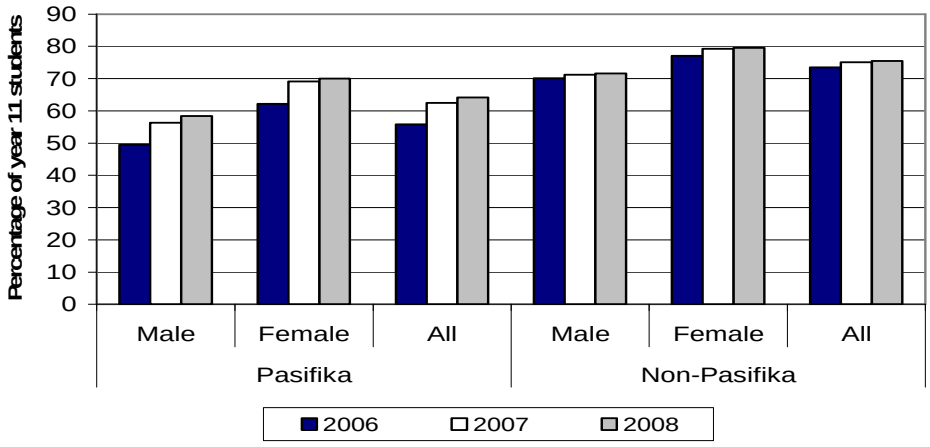
Figure 71: Proportion of Year 13 students to achieve university entrance standard by individual Pasifika group, 2006-2008



Ministry of Education, 2010a, p. 10

Literacy and numeracy have been identified as key foundation areas for learning across the curriculum and at all levels of education. The figure below shows that the literacy requirements for NCEA Level 1 were met by 64% of Pasifika students in 2008 (63% in 2007), compared to 76% of non-Pasifika students. Since 2004, the gap between Pasifika and non-Pasifika achievement in literacy and numeracy has decreased (from 19% in 2004 to 13% in 2008). Earlier discussions in this thesis identified that the issues about Pasifika achievement of NCEA is also about the number and type of standards achieved. Pasifika students tended not to have the required number of standards at each level and not enough achievement standards to gain University Entrance. The following figure shows the proportion of students that met the literacy and numeracy standards.

Figure 72: Proportion of Pasifika and non-Pasifika students to meet both the literacy and numeracy requirements for NCEA level 1, 2004-2008



Ministry of Education, 2010a, p. 11

Table 40 below lists the number of enrolments in formal tertiary qualifications of more than one week's duration in 2008 for each Pasifika ethnic group. Also included are the proportions that each ethnic group represented in the total Pasifika enrolments in 2008 and of the total New Zealand population aged 15 years and over in 2006.

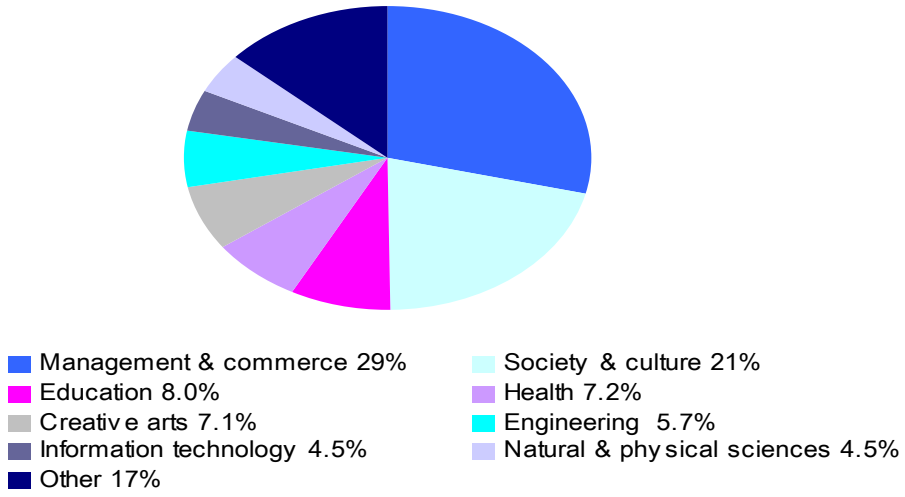
Table 40: Number of Formal Enrolments by Pasifika ethnicity

	Pasifika enrolments			Proportion of the NZ population
	2008	Change 07-08	Proportion of Pasifika enrolments	
		%	%	%
Samoans	13,400	1.5	44.9	2.6
Cook Islanders	5,840	0.1	19.6	1.1
Tongans	5,230	7.8	17.5	0.9
Fijians	3,260	2.3	10.9	0.2
Niueans	2,100	-0.7	7.0	0.4
Other Pasifika	1,120	3.3	3.8	0.2
Tokelauans	693	-8.3	2.3	0.1
Total Pasifika	29,800	1.8	100	5.2

Statistics New Zealand, 2006, cited in Ministry of Education, 2009j

The pie graph below shows the fields of study Pasifika students were enrolled in, which was mainly in management and commerce, and, in society and culture.

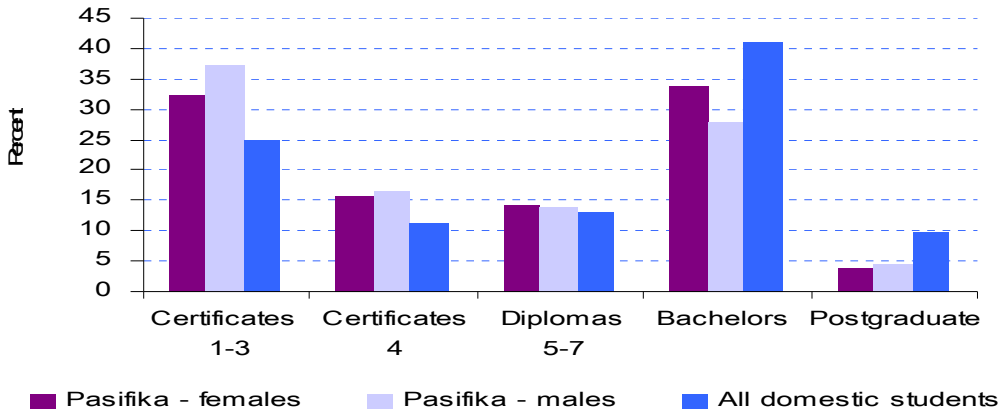
Figure 73: Pasifika full-time equivalent students in 2008 by broad field of study



Ministry of Education, 2009j, p.4

Figure 74 below shows the levels of qualifications Pasifika students were enrolled in, not unexpectedly most are enrolled in Levels 1 to 4 qualifications, given the senior secondary school achievement data discussed above. More women were enrolled at bachelor levels though slightly more men were enrolled at postgraduate levels.

Figure 74: Equivalent full-time student units in 2008 by Qualification level and gender



Ministry of Education, 2009h, p.3

6.5 What has worked to raise Pasifika achievement?

The growing body of evidence has provided a wealth of information that is used in developing policy responses. Research by emerging Pasifika scholars was also increasing though the author suggests more is needed especially research that is focused on pedagogy; implications of using Pasifika contexts in learning such as the impact of language and culture on Pasifika learners; key factors supporting achievement; or how Pasifika contexts might influence pedagogical practices. Most Pasifika research and evidence currently available tends to be from Pasifika post graduate scholars' theses and dissertations, which often relied on small population samples for their study. If something worked for a sample of 6–10 people, ways must be found to draw several studies together so that the findings could be applied in ways that are relevant to more Pasifika students in the Aotearoa New Zealand education system. This is where the challenge is, requiring meta-analysis and triangulation to see if these kinds of research projects could identify patterns that might be used to inform policy development and intervention theories. At present this might be a methodological challenge given the differing methods used by researchers, and the specific

questions that particular research projects attempted to answer. The forward and backward mapping methodology adopted by Robinson, Hohepa, and Lloyd (2009) might provide a way forward. There was ample evidence though from academics and researchers about what was working, including published works from Pasifika academics and researchers, positive indications that Pasifika education was getting traction in academic research fields, but, still not a big player in tertiary research priorities.

The use in this thesis of the tools Tolu'i Founga (Development), Faā'i Mata (Relationships), Fatu'anga Kakala (Strategic Value) and Fanā Fotu (Transformation) might be its contribution to the development of new ways of developing strategy that is targeted and tailored to Pasifika education as "active governance" models of multi-layered participation in knowledge creation and working across levels of understanding towards identifying possible solutions. These tools might provide analytical processes for scholars to use in their research. Pasifika Education Plans were a result of the weaving together of different contexts alongside information gathered from talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake). The success of the created tools is seen in the ability of this thesis to retrospectively analyse the MOE's Pasifika work and in this process also addressed insider/outsider issues. The tools' success will also be seen in their use and uptake by future scholars and emerging researchers.

6.6 Monitoring and Reporting on Progress

Monitoring, reporting and evaluation are important in knowing whether delivery on the plans' targets were effective, were on time, and provided opportunities for reviewing the plans to see if further actions and targets needed to be set. Summaries of previously published monitoring reports were included in Chapter Five. Overall, Pasifika education has shown improvements across all areas of the plan, some improvements were more significant but the majority were small incremental shifts compared to gains made by other populations. Viewing Pasifika education progress in isolation provided a very positive picture, but drawing comparisons to other populations showed a very different picture. There is a difference between Pasifika and non-Pasifika achievement profiles in all areas across the education system with Pasifika often at the lowest levels of participation, engagement and achievement. It is therefore important to do both when discussing

progress, view Pasifika education progress as well as comparative analysis against non-Pasifika peoples' achievement. Together, these analyses give the best view of the status of Pasifika progress in education.

The latest Monitoring Report on the Pasifika Education Plan was published in December 2009 and showed progress up to the end of 2008.

> Since 2007, Pasifika learners have shown marked improvement in many areas of education compared to nationwide general trends. (Ministry of Education, 2009h, p. 7)

The 2008 Monitoring Report has identified that the tertiary targets will be difficult to achieve as shown in Figure 27, Chapter Two above. There were sharp increases in participation from 2001–2003, probably due to the drive for participation and the availability of numerous tertiary programmes. This strong growth was slowing down from 2004 and plateauing from 2007. This coincided with a period where there were relatively low levels of Pasifika unemployment which may have shrunk the pool of those wanting to pursue tertiary studies. There was also a review of tertiary qualifications for relevance, quality and value for money which resulted in a number of programmes being discontinued from 2007 onwards, which might have been the programmes that Pasifika students were involved with. Already, the forecast is suggesting that the tertiary targets may not be met without significant interventions and with the tight fiscal situation experienced from 2008 onwards and recent changes within the tertiary sector, improvements might not be possible without further resources. Interventions that were shown to be successful included providing study support for students (Anae, Anderson, Benseman, & Coxon, 2002), which might cost more if not already provided by tertiary institutions. However, more students are leaving secondary school with qualifications and may choose to go into further tertiary education, but these may not be significant enough to move towards the plan's targets.

Monitoring helps to identify emerging risks early, so that solutions are found to turn these around. An example of this happening was when monitoring identified in 2006 that Pasifika suspensions were worsening and a successful intervention was identified to address the problem. This led to the MOE refocusing the Suspension Reduction Initiative (SRI) on Pasifika students in 2007 and 2008, turning this trend around. Refocusing meant that the

team responsible for this project worked with the project providers and schools to understand the issues and reasons for the growing levels of suspensions of Pasifika students and collaboratively identified solutions. These positive shifts though needed to be sustained over a longer period of time in those schools.

The latest monitoring report has also identified issues with Pasifika students being expelled from schools, showing a worsening expulsion rates. It is important that Pasifika students were present at school every day and they must be engaged and achieving in the learning process. Data showed that a significant number of Pasifika students actually do stay on at school to senior secondary levels, however this response needed to count towards raising achievement. Therefore, engagement is a significant issue to address, engaged students and motivated students might result in fewer reasons for expulsions. Monitoring also helped to identify trends that may lead to future problems such as identification in 2007 that Pasifika students in Years 1–4 (ages 5–8) in some schools were beginning to show significant signs of truanting. This identification helped efforts to target and tailor solutions so that positive results can be reported in the future. School attendance is not compulsory until age 6, though the Aotearoa New Zealand practice is that children usually start school when they turn 5 years old and once enrolled in a school, compulsory attendance is expected.

Pasifika participation at school governance levels helps schools understand Pasifika contexts and priorities; to be deliberate in prioritising its resources; better in planning and reporting to parents on Pasifika participation, engagement and achievement; and provide leadership for whole school responsibility for Pasifika. All trustees also need to better understand Pasifika issues and contexts in education which may have implications for schools' setting their priorities. The latest evidence (Robinson, Hohepa, & Lloyd, 2009), points to the influence of school leadership, of principals and teachers focusing on pedagogical discussions within schools, as having the biggest influences on achievement. This evidence also points to the significant role that school leaders have in making connections with Pasifika parents helping to raise Pasifika achievement. They go on to show that parent and teaching interventions resulted in improvements and making a difference to student achievement (up to 1.8 effect sizes), this is a big difference given that an effect size of .35 is equivalent to a year's achievement. The key factors seemed to

include targeting and tailoring solutions to the particular contexts within a school and its student populations, with obvious leadership from school leaders, governors and teachers.

Another positive effect of monitoring is that data is used to forecast out to 2012, the end date for the current plan, to identify whether the targets are likely to be achieved or not. The Pasifika Education Plan 2009-2012 released in November 2009, had revised some targets set in the previous plan and already forecast to be achieved by 2012. The 2008 baseline monitoring report was already forecasting that targets in early childhood and compulsory education were going to be met, while those in tertiary would be more difficult. This report gave signposts on which areas needed the most focus and raised questions about whether some of the targets were set too low, providing opportunity for further analysis and thinking about what the future targets might be.

If reaching or overachieving the plan's targets were indicating that the education system is finally working better for Pasifika students, then that positive trend needed to be sustained, continuously improving itself and building on progress. Hopefully this means that the interventions that have been in place over the last few years were beginning to make traction.

English literacy, numeracy and language are key foundation areas for later success in education. The literature review in Chapter Three identified that some of the issues were around exposure and low frequency of language experiences for different families. Hart and Risley (cited in Hattie, 2007) identified that on average a 4-year-old child from a higher decile family would have experience with about 48 million words spoken to them compared to 26 million words for middle decile families and 13 million words for lower decile families. Using these discussions, it can be assumed that Pasifika children have lower English language exposure at age 4, not a strong foundation for starting schooling in English medium. It would be interesting to know whether Pasifika children that were proficient in their Pasifika languages have high, middle or low Pasifika language experiences.

It might be useful for further research to focus on the effect of Pasifika language competencies on English language proficiencies. While there is research available in this

area, what is not clear is perhaps the influence of research and evidence on policy interventions. There is also evidence about the impact of having a variety of books and reading materials in the home; most Pasifika homes have their language bibles and church materials. While research was inconclusive about the impact of books in homes (Harker, 2003), research is much clearer about the impact of home practices such as family engagement and support for learning (Alton-Lee 2003; Wylie cited in Bidulf, Bidulf, & Bidulf 2003; Mitchell, Wylie, & Carr, 2008), and home literacy practices (Tagoilelagi-Leota, McNaughton, MacDonald, & Farry; 2003).

A number of Pasifika peoples are reclaiming their cultural identities and languages. This language revitalisation is expected to continue and many Pasifika communities have expectations and aspirations that Pasifika languages should be offered in schools (Taumoefolau, Starks, & Bell, 2004). However, whether Pasifika parent voices are strong enough to demand language learning of schools in a devolved system, and whether schools might have the capacity to meet these demands have not yet been fully explored. An interesting research question might be to find out what the impact is on those children who entered school with a high literate cultural capital in a Pasifika language and not English, and, whether these might enhance successes in both literacies as well as academic success. Pasifika youth voices heard in talanoa ako have expressed the importance of their cultural capital being used and acknowledged in education leading to educational and cultural successes.

In their paper to the MOE Language Acquisition Research Forum (2003), Tagoilelagi-Leota, McNaughton, McDonald, and Farray (2003, p. 172) found that there

> were similar patterns in development of literacy in the two languages. [However, there are] challenges for schools in assessing literacy and language in two languages on entry to school. (Tagoilelagi-Leota, McNaughton, McDonald, & Farray, 2003, p. 173)

The Adult Literacy and Life-skills Survey (ALLS) survey published by the MOE in 2008 found that Pasifika adults have lower English literacy and language levels compared to other ethnic groups. If the parents' first language is not English, and with good reason, they have strong desires to help their children learn English at home in preparation for

schooling, they have inadvertently created weak English foundations. In these situations, it is better to bring children up learning in their parents' strongest languages. These issues would also be useful future research topics as well. The high number of second language learners among Pasifika peoples means that language will need to be a particular focus across a number of areas to help all learners, adults and young people, engage better in the education system as well as in the labour market.

6.7 Conclusions

Overall, the plan's monitoring reports showed that in most areas, progress on the targets were on track. However, Pasifika students continued to achieve at a lower rate compared to other students, for example in tertiary education, there was significant growth in Pasifika student participation since the mid 1990s, but Pasifika students were under represented in modern apprenticeships and at higher level degree and industry training. In the education sector-wide area of the plan, provision of information for Pasifika communities has increased through face to face meetings through talanoa ako, web pages, print materials and Pasifika radio programmes.

Later plans were also based on the progress of previous ones as well as on information drawn from talanoa ako, ngaahi fekumi (literature review) and ngaahi ngāue (policy stocktake). The strategic goals and focus areas have been similar in all five plans published so far, because evidence showed these to be the areas that needed to be the focus. The plan's goals contributed towards meeting government's priorities and setting desirable levels of participation, engagement and achievement to be reached in future years, and, actions needed to achieve those goals and targets. Each plan stepped up the ante on the previous one, creating a road map with measurable, time bound or aspirational targets, that were stretching the system but achievable as well, a collective cycle of improvements. Future preferred status for Pasifika education is full (100%) participation, engagement and achievement; the plans are helping to realise this shift. Positive educational outcomes for Pasifika must be raised sharply, particularly in Auckland where 73% of the Pasifika student population live and attend education services.

There are competing demands on Pasifika peoples that need further investigation such as the interrelated issues of Pasifika child rearing practices, the extended family involvement in looking after children, and, impact on participation in ECE. Parents might have to consider choices between family practices and the evidence about the long term education gains that can be made by participation in ECE. There are similar competing demands in both the compulsory and tertiary sectors as well, such as family obligations and involvement in family, community and church activities impacting on school attendance. While there is value in non-formal education through participation in family events, consideration also needs to be made about the impact of being absent from school. In the tertiary sector, competing demands are around balancing study, debt, family, work and recreation.

The key concern is the time taken to see positive education trends emerging. The focus should continue to be making sure that the education system responds quickly and smartly. However, the issues are complex, the education bureaucracy is large and the education sector even larger, and there are no easy answers. This kind of issue led Minzey (1981) to suggest that

> Education reform has been moving the toys around in the toy box, when what we need is a whole new box. Perhaps now is the time for stepping back and looking at what that box might be. (Minzey cited in Townsend 2007, p. 69)

What would a "whole new box" look like for Pasifika education? There are a number of avenues that might be considered for future research, policy and practice including redefining the concept of effectiveness and quality, to consider contextual Pasifika issues and their impact on various levels of education. What would effective or intelligent schools look like for Pasifika? Currently the only Pasifika differential provision is in Pasifika early childhood services and in a few Pasifika bi-lingual classes and Pasifika PTEs. There is no Pasifika equivalent to kura, wharekura and wānanga. The way forward is having a quality education system for all people to think and act both locally and globally.

There is a wealth of evidence about what works to raise Pasifika achievement. What might be lacking is the collective will to make change happen faster. A number of strategies are working for Pasifika students in schooling (e.g. Reading Together, SAILL, Numeracy

Project; some Schooling Improvement initiatives; ECPL; Te Kotahitanga) and scaling these up might create increased achievement for Pasifika students based on what is now known about learning, about the impact of context and changes brought about by globalisation and technology. Pasifika peoples' vision for themselves is achievement in education and retaining their cultural identities, the values that the education system needs to be responding to.

This retrospective analysis of the MOE's Pasifika work suggests that setting strategic plans are working, but Pasifika voices are not necessarily heard by everyone in the education sector such as schools and providers working in a devolved self-managing system. Who and where would Pasifika peoples seek support in this situation? One of the ways of helping to raise this voice locally is through having strong Pasifika reference groups set up by MOE regional offices to facilitate better and effective information flows. These reference groups have helped bring together early childhood services, schools, tertiary providers, and, families and communities, helping Pasifika voices to be heard within local settings.

When all avenues to be heard fail, Pasifika peoples would necessarily be seeking support from authorising environments such as government, the MOE and education agencies.

CHAPTER SEVEN: CONCLUSIONS

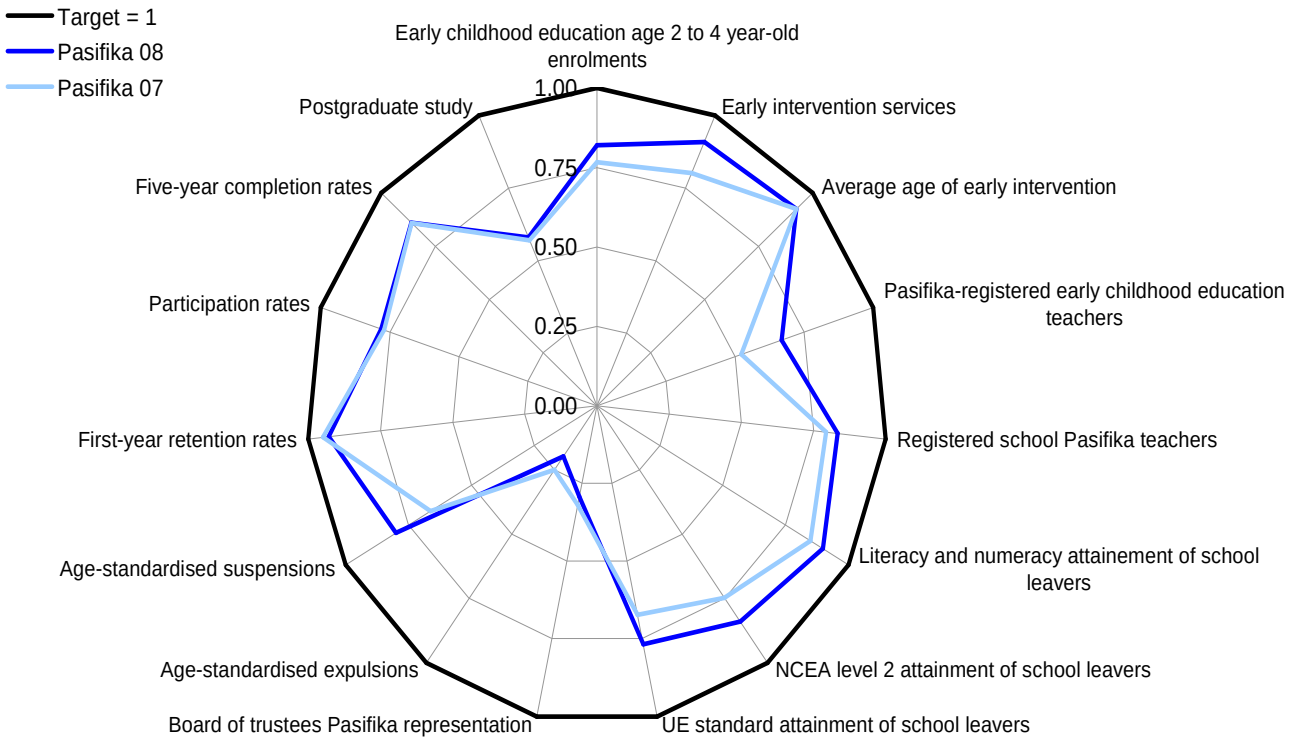


Figure 75: What Have We Learned?

Each spoke represents an indicator from the 2008 Pasifika Education Plan Monitoring Report. The target for each measure has been adjusted to equal 1.00 (the black outer line). The blue line represents the baseline position of the indicator. … The distance between the light blue line (2007 data) and the dark blue line shows how much change has occurred between 2007 and 2008. Where the dark blue line is closer to the outer edge, an improvement has been made. The distance between the dark blue line and the black line shows how much change is required to reach the target. … For nearly all the early childhood education and schooling indicators a clear improvement can be seen. Tertiary indicators show minimal change. (Ministry of Education, 2009h, p. 9)

7.1 Introduction

This chapter revisits the aims and objectives of the thesis and draws together conclusions. As already discussed in previous chapters, the thesis is a retrospective analysis of the Ministry of Education's (MOE) work in developing Pasifika education strategies. The author created a number of tools to address the methodological challenges, such as differentiating the roles of the author as thesis writer and in the role of the Pule Ma'ata Pasifika (PMP), and negotiating the differing requirements of the MOE, Pasifika communities and research and academic communities. The tools created for the thesis were drawn from being Tongan and from understanding of Pasifika peoples in Aotearoa New Zealand and in the Pacific region.

7.2 The Aims and Objectives of the Thesis

The thesis aimed to address the following questions.

1. Was the MOE successful in drawing in Pasifika voices and did those voices influence the development of Pasifika education strategic plans?
    - How did the MOE draw in Pasifika voices?
    - How does this thesis draw from those voices?

2. Pasifika strategic plans were intended to lead and guide the education sector towards improving Pasifika education outcomes.
    - Were Pasifika Education Plans successful fanā (flagships) across the MOE, the education sector, and, Pasifika families and communities in leading and providing clear understanding of Pasifika education priorities and actions for meeting those?
    - Leadership can be seen as working from the inside out as well as working from the outside in. What were the success factors for Pasifika leadership in influencing from within the MOE as well as influencing from outside?

3. The thesis retrospectively synthesised, triangulated and analysed the information gathered by the MOE, and the processes used for gathering that information, by using

the four tools that the author created specifically for use in this thesis. These tools are an integration of Pasifika and non-Pasifika tools, methodologies, theories and evidence selected for their value and fit for the thesis. The short titles of these tools are Tolu'i Founga (Development); Faā'i Mata (Relationships); Fatu'anga Kakala (Strategic Value); and, Fanā Fotu (Transformation).

- What was significant about these tools?
- Were these tools effective in retrospectively reviewing, synthesising, triangulating and analysing the information collected through talanoa ako (consultation), ngaahi fekumi (literature review); ngaahi ngāue (policy stocktake), and the processes utilised for strategy development?
- What values can these tools contribute towards future discourses on Pasifika education?

4. Monitoring and reporting on progress is an important part of strategic planning. Discussing progress also provides opportunities to identify the shifts that have been made and discuss the challenges that were faced.
   - Was anyone better off?
   - What shifts and improvements have been made towards realising Pasifika potential?
   - What were the strengths, weaknesses, opportunities and threats in Pasifika education over the last 16 years?
   - Where to from here?

This chapter considers and discusses all four aims and draws conclusions.

7.2.1 Was the MOE successful in drawing in Pasifika voices and did those voices influence the development of education strategic plans?

- How did the MOE draw in Pasifika voices?
- How does this thesis draw from those voices?

Tolu'i Founga (Development) provided the framework for retrospective critical analysis of the information gathered by the MOE on which Pasifika strategy development were based. Five Pasifika strategic plans had been developed with the first plan Ko e Ako 'a e Kakai

Pasifika released in 1996 followed by Pasifika Education Plans released in 2001, 2006, 2008 and 2009.

The framework for drawing Pasifika voices into the MOE was established in the development of Ko e Ako ‘a e Kakai Pasifika through holding talanoa ako with Pasifika communities across the country to find out how education was impacting on them and what their education aspirations and expectations were. Information gathered from Pasifika voices was analysed alongside literature reviews of available evidence and finding out what policy initiatives were in place, and then used to develop Pasifika strategic plans.

Information analysis using Tolu'i Founga (Development), included in Chapter Five, initially revealed Pasifika peoples’ views about the education system, their aspirations and expectations. The initial voices heard in 1994 and 1995 were mainly about blaming the system and seeing education issues as external to Pasifika peoples with them perceiving that there was little opportunity for them to influence education strategy and policy development. These voices identified a lack of cohesion in the MOE’s Pasifika work as well as across the education sector because there was no Pasifika strategic plan. Concerns were raised about the low numbers of Pasifika teachers and about not having enough relevant information available to Pasifika peoples. By 2008, Pasifika voices were more positive about everyone having a role to play in achieving better education outcomes.

Parents, families and communities also raised the importance of focusing on quality provision across the system, being strength based as opposed to deficit thinking, and that reporting to parents on student progress was necessary. Everyone in the education system needed to have high expectations that Pasifika students can succeed requiring educators to understand Pasifika contexts better in order to target and tailor their responses appropriately. A strong theme that was also coming through was that Pasifika peoples wanted success in education as well as retaining their strong cultures, identities and languages, raised by parents, communities and Pasifika young people alike. There were also concerns about the lack of Pasifika involvement at decision-making levels, and, that Pasifika presence throughout the education workforce could be improved.

Since 2001, the Secretary for Education has led annual talanoa ako series with Pasifika communities across the country, some of these with young people, senior secondary and tertiary students. Hearing Pasifika voices have enriched the MOE's understanding of Pasifika contexts and helped it to create better plans and policies. The MOE created reciprocal and sustained relationships with Pasifika communities, and has maintained a strong Pasifika Advisory Group enabling the MOE to make sure that Pasifika voices continued to influence strategy development. The cases and narratives included in Chapter Five provide insights into how this was achieved.

The MOE succeeded in drawing Pasifika voices together and using those voices, alongside research evidence and policy stocktakes, to develop Pasifika strategic plans. This thesis has drawn on that information, providing opportunity for retrospective review.

7.2.2 Pasifika strategic plans were intended to lead and guide the education system towards improving Pasifika education outcomes

- Were Pasifika Education Plans successful fanā (flagships) across the MOE, the education sector and Pasifika families and communities in leading and providing clear understanding of Pasifika education priorities and actions for meeting those?
- Leadership can be seen as working from the inside out as well as working from the outside in. What were the success factors for Pasifika leadership in influencing from within the MOE as well as influencing from outside?

Chapter One described the meaning of fanā (flagship) which is part of the title of this thesis Ko e Fanā Fotu', Success in Motion: Transforming Pasifika Education in Aotearoa New Zealand 1993–2009. Fanā is a ship's mast and its height can be seen from a long distance and is used by this thesis as a symbol of leadership across the education system. The first plan Ko e Ako ʻa e Kakai Pasifika initially provided a fanā (flagship) within the MOE so that there was more internal alignment and commitment to Pasifika education. To Pasifika communities, this fanā (flagship) would guide the education sector to do more and to do better for Pasifika education.

The fanā (flagship) also showed the strategy being organised into four sections of early childhood education, compulsory education, tertiary education and education sector-wide, adopted in all successive plans. The Pasifika fanā (flagship) helped to create better coordination of policies and actions to lift Pasifika participation, engagement and achievement, and, identified what was important to prioritise and focus on.

An example of doing more is seen in the Pasifika policy initiatives from which the first case study "Developing the First Suite of Pasifika Targeted Policies to Support Ko e Ako 'a e Kakai Pasifika", was drawn. As a result of this first suite of Pasifika policies, three initiatives were funded to provide licensing support for Pasifika ECE services, funding for the community-based Anau Ako Pasifika project, and, funding for the Pasifika School Community Parents Liaison (PSCPL)[99] project. These initiatives provided the first sightings of Ko e Ako 'a e Kakai Pasifika as the Pasifika education fanā (flagship) operating in the education system and used successfully in this case to inform Vaka Ou, the Pacific Employment Strategy released in 1996. While this strategy was focused on employment, the successful education projects resulted in increases in the number Pasifika peoples employed in these projects, creating improvements in employment as well as raising the number of education initiatives.

Successive Pasifika Education Plans have continued to strengthen the concept of the plans acting as fanā (flagships) and approval by the authorising environments of government, MOE, education services, providers and Pasifika communities have helped to extend the visibility of the fanā (flagship), the legitimacy and public value in deploying resources for strategic plan implementation, then moving those strategic plans from within the MOE out towards the education sector and community. Because of the plans' visibility, other departments looked to it to provide the Pasifika education response. For example the Pasifika Education Plan released in 2001 was used by the MOE to respond to the Ministry of Pacific Island Affairs' Capacity Building Programmes of Action released in 2002.

The plan was first approved by Cabinet in October 2000, then in 2006, 2008 and 2009, and successive plans were therefore able to inform other education sector strategies that were

[99] The Licensing Project and the Pacific Islands School Community Parent Liaison Project are still operating. Anau Ako Pasifika ceased operations in 2006.

later developed and approved by Cabinet. These included Ngā Huarahi Arataki, the 10 Year Early Childhood Strategic Plan released in 2002; Tertiary Education Strategies released in 2001, 2007 and 2009; the Schooling Strategy released in 2005 and other theme strategies including Information Communications and Technology Strategy (ICT), and Literacy and Numeracy Strategies. The plan also informed interventions such as the first Schooling Improvement project, Achievement in Multicultural High Schools (AIMHI), a clustering of nine secondary schools in Auckland and Porirua with the highest percentages of Pasifika students, and the Strengthening Education in Mangere and Otara (SEMO) project.

The plans as fanā (flagships), continued to strengthen in providing leadership across education agencies' and by 2008 this resulted in joint signoff from all education agencies' chief executives on the Pasifika Education Plan 2008–2012. This provided a strong message about alignment of the Pasifika priorities across education agencies. In 2009, a new government authorising environment approved a revised plan, and the Pasifika Education Plan 2009–2012 was launched on 27 November 2009. This revision continued the tradition of iterative successive plans being based on the progress made in the previous plan, informed by research evidence and policy stock takes, reviewed and developed with Pasifika voices canvassed by the MOE through talanoa ako and discussions with the Pasifika Advisory Group.

Pasifika Education Plans have now been approved by different governments, showing a commitment to raising Pasifika education priorities irrespective of political ideologies. This meant that authorising environments see public value in having Pasifika plans and that the MOE has the capacity and capability to continue to engage the sector, develop plans, monitor implementation and report on progress. The Pasifika Education Plan 2009-2012 continued the setting of priorities, goals, targets and actions aimed at raising Pasifika students' participation, engagement and achievement at all levels of education. The plan's success requires collective responsibility for Pasifika education from the government, education agencies, the education sector and Pasifika parents, families and communities working together to realise the plans' intentions.

The MOE through the Pasifika unit is responsible for leading the development and implementation of the plan and making sure that it is considered alongside all education

policy development, implementation strategies and front line delivery. Collective responsibility is shown in staff working together in developing, implementing and reporting on the plan's progress.

Several divisions within the MOE are responsible for delivering on significant parts of the plan such as the Early Childhood and Regional Education group leading the work on ECE and working with Pasifika parents, families and communities. The Schooling group leads work on compulsory education including Pasifika language curricula, literacy and numeracy, pedagogy, professional development and home school partnerships. The Strategy and System Performance group leads the work on tertiary education, research, data management and analysis, and medium to long-term system performance.

The Pasifika unit provides the overall strategic coordination of the development of the Pasifika plan and monitors implementation to make sure that the plan happens and is reported against. Progress is used to review and develop the next strategic plan iteration; get commitment to strategic directions; confirm actions and resourcing commitments and seek agreement from authorising environments. The Pasifika unit also works with MOE leadership to sustain relationships with Pasifika communities and ensure that the MOE listens to those voices; and, leads and creates Pasifika knowledge to strengthen and improve MOE staff understanding of Pasifika contexts enabling better execution, alignment and performance of the Pasifika work. The Pasifika Compass for Success (Ministry of Education, 2008b; 2009i) is an example of the Pasifika unit leading and creating tools for better understanding and placement of the Pasifika learner at the centre of pedagogy and epistemology.

Some of the education agencies have their own Pasifika strategies such as the New Zealand Qualifications Authority's Pasifika strategy launched by their board in April 2009, and the Tertiary Education Commission's Pacific strategy released in 2006. These strategies have clear links to the plan. Some schools also began to develop their own Pasifika plans depending on their student populations. Many tertiary providers have also developed their own Pasifika strategies to address participation, retention, completions and achievement.

Presentations on the plan have been made at several meetings of the Pacific Forum Education Ministers (FEdMM) from across the Pacific region, and requests on the processes and methodologies used in developing the plans have been received from institutions in other countries including the University of Queensland and Brigham Young University in Hawaii, with staff members from these institutions visiting the Pasifika unit and schools with significant numbers of Pasifika students to find out what was happening in Aotearoa New Zealand for Pasifika education. Presentations have also been made to various overseas delegations from South East Asia or European countries visiting Aotearoa New Zealand, including attachments in the MOE at various times for officials from Samoa, Niue, Cook Islands, Tonga and Tokelau ministries and departments of education.

Presentations on the plan have been made at several national and international conferences such as those of the Australia New Zealand Comparative International Education Society (ANZCIES, 2006, 2007), International Conference on Schooling Effectiveness and Improvement (ICSEI, 1999), the Early Childhood Symposium (2003) and School Trustees Association conferences (2006, 2008, 2009), New Zealand and Australian Association of Research in Education (NZAARE) conferences; Early Childhood Conferences in Tonga (2008) and a number of education conferences across the Pacific region and in Aotearoa New Zealand over the years. Numerous presentations have also been made at Pasifika church conferences, tertiary providers and tertiary student conferences, schools, education umbrella organisations and Pasifika communities across the country.

Leadership has been critical in making sure that the plans were developed in concert with Pasifika communities, within the MOE and education agencies, already discussed above. The MOE's commitment to holding annual talanoa ako is also due to commitment from strategic leadership levels, taking on board advice from the Pasifika Unit and the Pasifika Advisory Group. MOE strategic leaders have given authority for sustaining strength-based relationships focused on improving Pasifika education outcomes across the education system.

Pasifika leadership[100] within the MOE is able to mobilise support that is also seen externally, showing that the MOE is committed and serious about developing and sustaining relationships; that it is aligned internally and that there is agreement on the priorities for Pasifika education; that it is performance based and conducts successful talanoa ako to connect and hear directly from Pasifika peoples and use their voices in developing Pasifika plans. Internal MOE Pasifika leadership has also been instrumental in gaining access and entry into Pasifika communities and making sure that relationships were sustained. Leadership is also shown in the MOE growing its Pasifika capacity from one PMP in 1993 to a Pasifika unit in 2003 and in 2008 having 14 targeted Pasifika positions including regional Pasifika coordinators across the country and a Pasifika team in the Northern Region. The Pasifika structure has followed the growing Pasifika workload and the plans' delivery is not restricted to the Pasifika unit. The success of Pasifika Education Plans requires a shared responsibility and accountability across the MOE and the education sector in prioritising Pasifika student achievement.

There are numerous fanā (flagships) in the education system, all of which work together towards achieving the government's priorities and strategies, as shown in the wheels diagram at the beginning of Chapter Two. Each fanā (flagship) has a particular focus, and the Pasifika plan is the strategy for improving Pasifika education outcomes and spans across the MOE's priorities and at all levels of the education system.

There are often comments from people in the education sector that there are too many education strategies and therefore it is important to make sure that these strategies are coordinated, aligned and working together collaboratively. The plan helped to make sure that the education sector could see the difference their contributions were making to Pasifika education outcomes in a connected delivery mechanism. The Pasifika fanā (flagship) was the first in a series of education strategies that gained Cabinet approval from 2000 onwards. The iterative nature of the plan was based on progress and consolidation rather than starting a new strategy each time there was a review. Reporting publicly on

[100] The author defines Pasifika leadership as distributed across a number of staff across the Ministry of Education, those that are responsible for leading Pasifika education in policy development, operational policy and implementation, and those sustaining relationships with Pasifika communities, and championing the Pasifika education cause.

progress shows the MOE's commitment to ongoing and transparent development, reporting and review.

In reviewing what might have contributed to the plans being successful fanā (flagships) some factors stand out such as coherence and consistency in the structure of the plans organised into the four sections of ECE, compulsory education, tertiary education and education sector-wide, with strong interconnecting themes across these four sections. These themes are parents and family engagement, effective teaching, literacy and numeracy, governance and leadership, and transitions. These themes are the critical themes that have provided coherent connections over all plans and are the key levers for making sustainable achievement gains.

Problem definitions or problem logic for the plans were clear from the outset. These plans' intensions and foci were to raise Pasifika student participation, engagement and achievement across the education sector. For example, over time there had been numerous discussions internally within the MOE on the value of target setting. These targets were based on the evidence about the status of Pasifika peoples in the Aotearoa New Zealand education system, and the targets set future projections for the education system to see what the desirable state of Pasifika education ought to be. In the long term the desirable targets should be 100% Pasifika participation, engagement and achievement across the education system and the plan sets realistic steps towards this.

Associated with clear problem definitions were clear intervention or programme logic, used to identify the focus areas, goals, targets and actions. For example, the evidence about the value of participating in ECE, alongside Pasifika aspirations for cultural and ECE language services, helped to drive the goals, targets and actions that were set in these areas. The plans have worked together to capitalise on evidence, parents and families' expectations and MOE targeting resources in these key areas such as in capital investment, curriculum support, qualifications support, professional development and providing information on the value of ECE.

It is much easier for the education system to operate as if student cohorts are homogenous, but the reality is that they are not. Pasifika populations are not homogenous either and this

means continuously challenging beliefs and practices, both of the education system and of Pasifika peoples themselves. One such area is seen in discussions around targeting and tailoring initiatives to the needs of the learner, not in condescending low level pedagogical ways, but in genuine understanding of contexts and their impact on teaching and learning. Challenging beliefs also involve Pasifika staff always trying to be better informed and overachieve (Kavaliku, 2007); continuously challenging beliefs, stereotypes and misunderstandings; brokering more understanding of Pasifika contexts and influencing leaders to make collective responsibility and accountabilities real.

Finally, the effect of the fanā (flagship) is seen in strong monitoring and reporting, being able to track results, progress and outcomes to see if the intentions of the plans were achieved and, if not have a good idea of why they were not met. Tracking progress is also important given the education system is a devolved system with the MOE providing leadership, guidance, incentives and the conditions needed for targeting and tailoring activities and trusting that the system can deliver good education outcomes for Pasifika peoples. The plans as fanā (flagships), provide this guidance in ways that meet the expectations of devolved self governed education systems as well as Pasifika peoples' aspirations and expectations. When these are not achieved, then the MOE has the opportunity to shape the system helping to make sure that there is responsiveness through regulations, incentives, evidence about what was working and providing data on Pasifika education progress.

For the plans to be more successful as fanā (flagships), Pasifika issues needed to be considered and included early in all policy development and implementation planning; infiltrate and influence through all levels of the MOE, education agencies and education sector; and be referred to and known by the education system through early childhood services, schools and tertiary providers. While Pasifika plans acting as fanā (flagships) have been positive, there is a long way to go yet for the Pasifika population to catch up with the achievement profiles of other populations. This requires active accountability from the education system about Pasifika education being a shared responsibility.

7.2.3 The thesis retrospectively synthesised, triangulated and analysed the information gathered by the MOE and the processes utilised for gathering that information, by using the four tools that the author created specifically for use in this thesis. These tools are an integration of Pasifika and non-Pasifika tools, methodologies, theories and evidence selected for their value and fit for the thesis. These short titles of these tools are Tolu'i Founga (Development); Faā'i Mata (Relationships); Fatu'anga Kakala (Strategic Value); and Fanā Fotu (Transformation)

- What was significant about these tools?
- Were these tools effective in retrospectively reviewing, synthesising, triangulating and analysing the information collected through talanoa ako (consultation), ngaahi fekumi (literature review); ngaahi ngāue (policy stocktake), and the processes utilised for strategy development?
- What values can these tools contribute to discourses on Pasifika education?

Being Tongan was central to identifying Tongan and Pasifika cultural contexts that formed culture, identity, upbringing and style as the foundations from which the tools used by this thesis were initially drawn. Creation of these tools helped to address the methodological challenges of retrospective analysis of the MOE's Pasifika work, including the need to differentiate the role of the PMP from authorship of this thesis, and a variety of insider/outsider considerations within the MOE and within Pasifika communities. The tools have been discussed throughout the thesis and their significance is in their ability to retrospectively draw from the MOE's Pasifika work using Pasifika and non-Pasifika theories, methodologies and values. The tools reviewed processes, information, strategy development and the plans acting as fanā (flagships). Effectiveness can be seen in the tools identifying that there were productive and effective processes adopted in engaging Pasifika peoples; that the information was valid and reliable; that the drafted plans met Pasifika methodologies identified through the use of talanoa ako and kakala methodologies; and met the requirements of the strategic triangle; and that the plans have withstood scrutiny from a variety of perspectives including Pasifika peoples, education agencies and sector, researchers, educators and providers, and learners across the education system. The living nature of the plans allow for continual improvements to be made informed by progress, evidence, debates, discussions and reiteration.

The integration of Pasifika and non-Pasifika tools, theories of engagement, analysis and strategy development has been effective in drawing from different perspectives and world views. This means that Pasifika tools, while valuable in themselves, are also used alongside non-Pasifika tools to create more value across different audiences and world views.

The author hopes that these tools will go some way towards developing future scholars' understanding and ability to use a variety of Pasifika and non-Pasifika tools in their research. In this thesis, these tools were important in making sure that the plans took account of Pasifika values, theories and methodologies, were agreed to by authorising environments, and, created public value for Pasifika and the education system through collective responsibility for better education outcomes.

Pasifika peoples want the best for their families in terms of education achievement, economic prosperity, having strong identities and contributing fully as citizens of Aotearoa New Zealand. If these tools contribute towards developing strategies for achieving these outcomes, then that will be their contributions towards Pasifika education discourses.

7.2.4 Monitoring and reporting on progress is an important part of strategic planning.

Monitoring and reporting on progress is an important part of strategic planning. Discussing progress also provides opportunities to identify the shifts that have been made and discuss the challenges that were faced.

- Was anyone better off?
- What shifts and improvements have been made towards realising Pasifika potential?
- What were the strengths, weaknesses, opportunities and threats in Pasifika education over the last 16 years?
- Where to from here?

Monitoring, reporting and evaluation are important in knowing whether delivery was effective and on time. Monitoring also helped retain the iterative nature of the plans as "living" plans where reviews led to further actions and targets being set, and assisted in early risk identification. Monitoring reports were released in 1998, 2004, 2006, 2007, 2008

and 2009. While there was improvement seen within Pasifika education, the gaps are still too wide across all areas, compared to other populations.

Positive educational outcomes for Pasifika peoples must be raised sharply in Auckland where 73% of the Pasifika student population attend education services. The Auckland Pasifika Strategy, discussed in Case Study Five, Chapter Five above, is how the plan is realised in the Auckland region, working across all functional areas within the MOE's regional office, with Pasifika communities and the education sector. This is about making sure that strategic priorities work well on the ground, ensuring that approaches that are linked across different sectors to improve efficiency, effectiveness, minimise duplication and achieve better outcomes.

Some of the strengths of the plans included the consistency of its format highlighting four parts, with strong cross cutting themes. Following similar formats over all the plans meant that there was consistency in presentation and signalled that some of the goals and objectives will be achieved over immediate, medium, and some over a longer term. The focus areas also show consistency in priorities helping to limit a scattered approach but adopting depth in addressing ongoing issues in Pasifika education. For example the focus in ECE has continued to be on participation and quality, much more difficult when continuing to unpack and address difficult cultural contexts as well as ensuring quality provision for children and their families.

The compulsory education sector has continued to focus on participation, presence, engagement and achievement. While presence is not a major issue for Pasifika, engagement and achievement are and teaching and learning must be effective to raise achievement further. The tertiary sector continues to address participation, retention and completions while there are challenging results shown at senior secondary qualifications levels with limited subject and career choices. Alongside these issues are the impact of families and communities who have high education aspirations and expectations but sometimes lack the knowledge and skills to effectively support students and engage with the education system.

Opportunities are seen in the emergence and revitalisation of the importance of language, culture and identity, and Pasifika peoples wanting to succeed in education and retain their

unique Pasifika cultures and identities, creating new identities and being strong citizens of Aotearoa New Zealand.

The following table summarises strengths, weaknesses, opportunities and threats across the four sections of the plan. This shows that a number of factors are working well but others are not yet working as well, such as achieving and retention of Pasifika cultural capital alongside improving academic achievement.

Table 41: Strengths, Weaknesses, Opportunities and Threats

	Strengths	**Weaknesses**	**Opportunities**	**Threats**
Early Childhood Education	• Ongoing focus on the importance of participation in quality early childhood education and making sure that this focus is also aligned with Pasifika cultural values • Pasifika engagement in early childhood education has seen increases in the number of Pasifika services, qualified educators and children's participation	• Need to consider messages in languages Pasifika peoples understand • Sustaining quality Pasifika ECE services • Definitions of quality in Pasifika ECE services to include Pasifika notions of quality • The lack of a strong umbrella group may lead to weakened collective Pasifika voices being heard • The Pasifika ECE movement being driven by a few people who risk burnout	• Promoting ongoing debate and focus on quality • Understanding the value that Pasifika parents place on ECE • Providing and leading thinking on Pasifika diversity • Continuous learning about Pasifika strategies and utilising these to create success • Understanding the relationships between cultural contexts and decisions about ECE	• Parents/caregivers not seeing value in ECE participation • Organisational leadership not committed to Pasifika development • Lack of integration of Pasifika cultures and languages in early foundation learning • Sustainability and viability issues • Impact of funding constraints
Compulsory Education	• System-wide shifts and change in performance in terms of participation presence, engagement and achievement • The plan being used by a number of schools to focus their Pasifika responses • Relentless focus on literacy and numeracy; parents and families engagement; effective teaching; leadership and governance	• Lack of understanding what is happening for 13-15 year age groups • Effective teaching needs to work well all the time, as well as understanding Pasifika contexts better • Inability to scale up projects that work in raising achievement • Lack of available information for parents to help them understand the education system better and how to help their children	• Promoting ongoing debate and sharing effective practices • Levering off what was working in other areas eg Te Kotahitanga • Identifying issues early and stepping up the focus in that area • Scaling up what works, faster • Positively harnessing opportunities provided by the Pasifika language and cultural revitalisation	• Risk of complacency with small successes and being satisfied with low and average Pasifika achievement rates • Not focusing on evidence in designing interventions • Slow moving education system that may not understand the Pasifika priorities, urgency, responsibility and accountability for Pasifika outcomes • An education system that may be averse to change

Table 41: Strengths, Weaknesses, Opportunities and Threats

	Strengths	Weaknesses	Opportunities	Threats
Tertiary Education	• A number of tertiary providers have used Pasifika plans to develop their own Pasifika strategies to address participation, retention and completions • Improving Pasifika research capacity in a variety of disciplines • Emerging use of Pasifika knowledges, frameworks, methodologies and skills in research and knowledge creation • Slow increases in the Pasifika tertiary workforce	• Pasifika Capacity and capability issues • Not enough Pasifika peoples in governance and decision making levels • Low Pasifika participation in post graduate levels • Concentration on a few areas of study and disciplines such as in the social sciences • Low participation in higher level trades and vocational areas • Pasifika students taking longer to complete studies resulting in higher debt	• Promoting ongoing debate by providers about Pasifika responsiveness • Improving Pasifika capacity • Developing Pasifika presence across all levels of the tertiary sector • Improving retention and completions within realistic timeframes through effective student support mechanisms and pathways • Pasifika students to study at all disciplines and faculties	• Low Pasifika capacity at all levels including governance and decision making • Costs, access, retention and completions issues resulting in higher debt and fewer graduates which may be disincentives for prospective students • Impact of low senior secondary leaving qualifications limiting choice and access to academic and vocational tertiary study • Funding constraints may result in lower provider responsiveness and accountability for success
Education Sector-Wide	• Strong MOE Pasifika community relationships sustained through ongoing talanoa ako, enabling MOE leadership to have direct conversations with Pasifika communities • Strong Pasifika Advisory Group ensuring Pasifika voices are heard in strategy and policy development • Pasifika Education Plans consistently building on progress and evidence • Collective responsibility across the MOE and education agencies and increasing in the sector • More Pasifika research becoming available	• The education system using the available evidence on low Pasifika participation, engagement and achievement to drive strategies and accountability. • More evidence is needed on what works in Pasifika education • Visibility of the Pasifika plans across the education sector and communities • Strategic priorities flowing onto front line delivery in ECE, schools and tertiary levels • More successful use and collaborations between the influential leavers of effective teaching, parent and family engagement and provider responsiveness to raise outcomes	• Pasifika leadership development within Aotearoa New Zealand, the Pacific region and internationally • Promoting ongoing debates and identifying solutions for improving Pasifika education outcomes • Growing strong partnerships between schools and parents or community organisations such as church, focused on raising achievement • Youth voices influencing strategy and policy development • More Pasifika research • Education must work for a growing Pasifika population	• Tension between social equality and equity goals • Becoming complacent about small gains and improvements • Organisational leadership, commitment and understanding of the plans not consistently flowing through the rest of the MOE • With Pasifika Education Plans being business as usual, differential and tailored Pasifika responses might be lost as a focus • Ongoing issues about Pasifika capacity across the education sector workforce • Pasifika peoples trust that the education system will deliver successful education might still be misplaced • Not scaling up what works

In responding to the question about whether anyone was better off, this thesis identifies positive results such as the MOE developing positive relationships with Pasifika communities, the education sector, and with education agencies to build collective responsibility for Pasifika education outcomes. Pasifika Education Plans have provided

fanā (flagships) for the sector that have enabled the targeting and tailoring of approaches and provided leadership for education services to better meet the needs of Pasifika students. For example, the focus on increasing participation in early childhood has led to a focus on Pasifika participation in Counties Manukau, as a particularly important region because that is where most of the Pasifika population is. The education sector's increasing responsiveness and contributions towards achieving the plans' targets and objectives, though there is some way to go. Growing the Pasifika education workforce and involvement in school governance and leadership have been strengthened over the years, but again more could be achieved. Improvements in Pasifika presence in school have been positive, though suspensions and expulsions are still too high. Within the MOE a key result has been staff members developing more understanding of Pasifika contexts helping to realise the "everyone is responsible for Pasifika education" mantra. Education agencies have also stepped up their contributions, accountabilities, monitoring and Pasifika capacities. Again, sustained efforts are needed in these areas.

The iterative nature of the plans showed that new plans build off the gains made in previous ones and the consistent framing of the plans into the four sections have provided alignment and consistency, with strong themes running across all these areas. Pasifika education plans have helped to grow evidence, data and information used to drive strategies, policies and further development, with the plans acting as steering mechanisms for guiding the education sector on Pasifika priorities. Pasifika peoples within the education sector feel valued and recognised because the plans validate Pasifika in education through approaches such as the development of the Pasifika Compass for Success, placing the Pasifika learner at the centre of pedagogy and epistemology.

Pasifika plans monitoring reports have shown improvements across all areas of participation, engagement, retention and achievement. This improvement needs to be realised alongside those of non-Pasifika populations. Comparative analyses show that the gaps between Pasifika and non-Pasifika populations remain wide. Some Pasifika peoples have been better off, shown through their success in the education system, but more success is needed and should be expected in the future for this fast growing population.

7.3 Where To From Here?

In previous chapters, the author discussed the processes and cycles for developing plans, iterative in nature, building on progress, using Pasifika voices, research evidence and policy stocktakes. The Pasifika plans have provided power connections across the MOE's work.

The education system must enable Pasifika peoples to think and act both locally within Aotearoa New Zealand, within the Pacific Region, internationally and globally. A quality education system requires a workforce that understands Pasifika contexts, priorities, education aspirations and expectations and is able to use these voices and insights to develop targeted and tailored approaches that result in improved education outcomes.

There are a number of avenues that might be considered for future research, policy and practice including:

- The effect of Pasifika contexts on various levels of education;
- Identifying Pasifika pedagogy where possible and their impact on achievement such as a growing Aotearoa New Zealand-born generation alongside strong elder voices;
- The measurement of education effectiveness and how that relates to Pasifika values and experiences in education;
- The relationships between Aotearoa New Zealand born Pasifika peoples and those born in the Pacific region and their impact on education;
- The structures and implementation of schooling and whether these are optimal for Pasifika learners;
- The experience of schooling for students based on what is now known about learning, and about the effect of changing Pasifika contexts on education;
- Teacher education to consider the issues of effectiveness for Pasifika of professional education and development of teachers and school leaders;
- Tensions between Pasifika cultural practices and evidence about what was working to raise participation, engagement and achievement;
- The effect of Pasifika presence in the education workforce and whether that contributes to raising outcomes;
- The effect of Pasifika languages on English language proficiencies and the influence of research and evidence on policy interventions;

- The effect of moving Pasifika voices and advice into effective 21st century discourses and still retaining the essence of being Pasifika, of strong cultures and identities;
- Data on changes in Pasifika learners and their skills after bilingual education, availability of bilingual programs, and parental uptake of bilingual opportunities;
- Research specific to Pasifika learners, parents, families and communities and their influence on policy decisions; and,
- The utility and value of the tools created for use in this thesis.

7.4 Conclusions

Several conclusions are drawn together as key themes that have been identified as important.

7.4.1 Participant Researcher and Methodological Challenges

The thesis has drawn on the lived experiences of the author being a participant in the different contexts discussed at the beginning of the thesis. The use of autobiographical forms of study and analytic autoethnography frameworks, discussions of insider/outsider issues, and drawing from a number of disciplines in the social sciences have helped to negotiate this thesis across those dimensions. The conclusions drawn by this thesis is that there is value in the approaches adopted for studying the effect of education planning with Pasifika communities in Aotearoa New Zealand, and that the insider/outsider challenges have been negotiated successfully by the author in this thesis.

A foundation context for this thesis is being Tongan and by extension being Pasifika. The author uses culture, identity, upbringing and style to identify the tools used in this thesis. The thesis deliberately set out to identify theories of engagement and analysis from both Pasifika and non-Pasifika worlds to take account of both insider and outsider issues of being in the public service, in Pasifika communities, in scholarly discourses, and in community debates and discussions. The processes and tools adopted and used in this thesis have successfully helped to negotiate the relationship between The Person (the author) and The Job (the PMP), and The Organisation (the MOE) (Flanagan & Spurgeon, cited in Mariner, 2008; Dwyer & Buckle, 2009).

The tools Tolu'i Founga (Development), Faā'i Mata (Relationships), Fatu'anga Kakala (Strategic Value), and Fanā Fotu (Transformation) have provided the focal point from which to set the national agenda and Pasifika education strategies are acting as fanā (flagships) across the education system in Aotearoa New Zealand. However, sightings of this fanā needed to be consistent across the education sector.

Leading change has been identified throughout the thesis to be important considerations in both Pasifika communities and in the public service. There are changing cultural contexts within a multicultural society and leadership is important in making sure that the MOE is able to gather and use Pasifika voices in its work. It was also important that leadership considered different cultural world views and adopted different approaches to leadership such as adopting the balcony view (the distant lens) when appropriate and adopting the dance floor view (close up lens) when required. Leadership resulted in the use the lived experiences of the author using inside knowledge and first-hand experiences that enabled ideas and issues to be disclosed from the inside out or peeled layer by layer from the outside as in the weaving and garland making symbolisms used throughout the thesis.

7.4.2 The Importance of Strategy Formulation

The lack of a strategic and professional response to Pasifika education in the 1980s and early 1990s was obvious through the lack of coordinated and targeted policies, actions and operational activities. Any Pasifika strategy had to demonstrate that it was based on understanding Pasifika communities' education aspirations and expectations to ensure its applicability to local situations. Whatever Pasifika strategies were developed, they needed to work well for different Pasifika ethnic communities, different generations and those with multiple ethnicities, languages and world views, as well as across the education system.

The tools used in this thesis have identified the importance of Pasifika voices, relationships, processes, content information and Pasifika strategy formulation. The resulting plans acted as leaders and fanā (flagships) providing strategic leadership as well as monitoring implementation across the MOE and education sector, to make sure things were happening. Pasifika plans depended on the collective will and responsibility, level and scale of decision making within the MOE requiring the education system to continuously reconfigure itself

(Wilsdon & Bentley, 2003), to raise Pasifika participation, engagement and achievement further.

Successful Pasifika strategy formulation was also about consistency in structure and priorities especially where time was needed to realise improvements for different cohorts. Strong themes running across all levels of education identified the importance of parents families and communities engaging in education; foundation skills in literacy and numeracy; the ability of effective teaching to make a real difference to participation, engagement and achievement; the impact that effective governance and leadership can have on leading change; and, the importance of smooth transitions from one level of learning to the next across all areas of education. This consistent structure developed for the first plan Ko e Ako ‘a e Kakai Pasifika has been successfully adopted by all four Pasifika Education Plans released in 2001, 2006, 2008 and 2009.

Pasifika Education Plans aimed at influencing the whole education system to be successful for Pasifika students and young people based on ongoing policy adjustment in the face of evidence, monitoring progress, evaluation, and feedback from Pasifika communities and education stakeholders. There will continue to be debates about the importance of relationships between educators and learners, responsibilities of Pasifika parents and families, and trade offs between ethnic specific targeted strategies and those strategies that need to work for everyone across the education system. Essentially, if the education system was working well for Pasifika peoples then there would be no need for Pasifika strategic plans. However, the reality is that this is not the case, and the thesis finds that Pasifika Education Plans are necessary in providing the fanā (flagships) and the leadership for the education system to respond positively to Pasifika peoples. The risk of not responding positively to Pasifika peoples’ education is to further widen the distance between the achievement of Pasifika populations and others, with Pasifika continuing to be shown as underachieving in all education measures including national and international surveys. Pasifika peoples want to move outside the long tail of underachievement, but they cannot do this by themselves. The whole education system needs to help and step up through continuing the positive shifts evidenced in many areas already.

This retrospective analysis of the MOE's Pasifika work suggests that setting strategic plans are working, but Pasifika voices are not necessarily heard by everyone in the education sector, such as by schools and providers working in a devolved self-managing system. Who and where would Pasifika peoples seek support in this situation? One of the ways of helping to raise this voice locally is through the strong Pasifika Reference Groups set up by MOE Regional Offices to facilitate better and effective information flows. These reference groups have helped to bring together early childhood services, schools, tertiary providers, parents, families and communities, helping Pasifika voices to be heard within local settings. Hearing Pasifika voices is not the concluding act in the journey, deliberate actions must follow to successfully resolve the issues that were raised.

Successful Pasifika strategy formulation made a difference to the way the MOE worked with Pasifika peoples. This work has been sustained over the past 16 years and Pasifika plans are examples of successful ongoing strategy formulation and policy changes based on evidence, monitoring and evaluation, and, collective responsibility.

7.4.3 Monitoring and Reporting

Monitoring is important to track progress, know that delivery is on time and to identify issues of non-delivery early. Overall, the plans' monitoring reports show that progress has been made in participation and achievement targets in the early childhood and in compulsory education, but achieving the tertiary targets was going to be more challenging and required continued commitment and more effort.

The profile over the past decade showed that a significant proportion of Pasifika students consistently achieved at the lowest levels in all measures compared to non-Pasifika students. This profile needs to change urgently and having Pasifika Education Plans to make sure the education system knows the national agenda and coordinate actions is important. Pasifika progress has been improving over time, but there is obviously room for more improvement, so that Pasifika achievements move closer to the achievement levels of the rest of the population.

7.4.4 Pasifika Parents, Families and Communities Engaging in Education

As discussed throughout the thesis, Pasifika peoples have important roles to play in raising student achievement. The key lever in brokering this involvement and engagement is through building successful relationships between early childhood services, schools, tertiary providers and Pasifika peoples. Getting there requires all the levers to be working well together.

Pasifika peoples tend to be generally silent on education issues but this is not due to lack of interest, they have high aspirations and expectations of success for their children's education, and high trust in the education system. In fact Pasifika peoples tend to have high trust in all professionals, especially those professionals that have had high levels of specialised education and training, and are experts in their fields and therefore should be able to deliver quality services. Pasifika voices have to be actively sought, otherwise the mismatch between Pasifika peoples having high trust that the education system will deliver quality education and the results of that education will continue to be distant from each other. Sometimes, Pasifika peoples may lack understanding of the "why", the "what" and the "how" to provide support for their families' learning. These issues must to be addressed to improve engagement.

Building relationships with Pasifika communities has been a strong part of the MOE's work and the MOE has successfully sustained trustful relationships throughout the years. Pasifika communities can see that most of their education aspirations and expectations were reflected in the resulting plans. This has contributed to sustaining strength based relationships between the MOE and Pasifika peoples.

There are competing demands on Pasifika peoples such as the interrelated issues of Pasifika child rearing practices, the extended family involvement in looking after children, and the effect on participation in ECE and schooling. Parents needed to see how family practices and the evidence about the long-term education gains that can be made by participation in ECE can work together. There are similar competing demands in both the compulsory and tertiary sectors as well. Family obligations and involvement in family, community and church activities can sometimes impact on school attendance. While there is significant

value in non-formal education through participation in family events, consideration also needs to be made about the effects of being absent from school. In the tertiary sector, there are competing demands around balancing study, debt, family, work and recreation. Adopting the "distance" lens might encourage families to develop long-term education plans for themselves and their families to help in weighing up the trade offs that might need to be made at different points in the education journey.

The MOE must continue to ensure education policies help to realise Pasifika peoples' success in education and that raised achievement is not made at the cost of Pasifika peoples having strong cultures, identities and languages.

7.4.5. Choice and Voice

The education reforms of the late 1980s and early 1990s were meant to provide more choice and voice to local communities. The effects of these changes are still being felt by Pasifika communities through the lack of choice regarding schools to attend and voice in terms of participation in school governance. The majority of Pasifika students attend decile 1–3 schools, located in low socioeconomic areas, home to significant proportions of the Pasifika populations. The policies aimed at enhancing "family choice" have done little to substantially improve access to schools outside the immediate areas where Pasifika peoples live (Fiske & Ladd, 2000; LaRocque, 2005b). Choice of schools would not be an issue as long as neighbourhood schools were delivering successful education to Pasifika students. School choice is exercised more by schools selecting students than by Pasifika families selecting schools.

The issue about voice is having Pasifika members on school boards, important in making sure that Pasifika peoples were involved at school governance levels. This issue might be more about Pasifika communities knowing when to collaborate and knowing when to work separately. Collaboration is where different Pasifika communities come together to support a whole Pasifika community approach to achieve participation and equity goals. Separation is where it might be more important for different Pasifika ethnic communities to decide to work separately to achieve their cultural or indigeneity goals within a multicultural Aotearoa New Zealand.

Pasifika communities need to decide when and what issues might need collaboration to take precedence. A case in point identified in this thesis was about school board elections. This thesis suggests that this might be a case of when it is more important for Pasifika communities to collaborate rather than separate. This requires Pasifika communities to take the time to discuss the issues and field candidates supported by all Pasifika groups. This might create more chances for successful elections. While election to a school board is important, it is also important to find out what the barriers to effective involvement as a board member might be. These issues could range from language, cultural values, knowledge and skills, and understanding these will be helpful in creating training that is tailored to Pasifika board members' needs to optimise participation and engagement on board business. All board of trustees members must have and understanding of Pasifika issues and how boards can contribute towards more Pasifika student achievement.

When issues of cultural maintenance and identities are the key priorities, then it might be more appropriate for Pasifika communities to work separately, to realise the different cultural identities specific to the communities that make up the combined Pasifika peoples' umbrella. In discourses about pedagogy, this might be about how to tailor learning towards the needs of Samoan students as opposed to Tongans for example, or how to implement Pasifika language guidelines, or how to build relationships with different Pasifika communities.

Hearing Pasifika voices has to be something that is actively sought. The MOE deliberately sought to hear these voices through talanoa ako over several years. After hearing Pasifika voices the MOE brokered support and engagement on contributing towards policy and strategy development and create understanding of multiple Pasifika world views. Participants at talanoa ako have continuously voiced the need to succeed in education and retain their unique Pasifika cultures, values and multiple worldviews as well as single cultural identities. These are strong reasons for developing a coordinated response to raising Pasifika participation, engagement and achievement across all areas of education. This cannot be left to chance and strategic planning has enabled more focused activity across the MOE, education agencies, the education sector and within Pasifika parents, families and communities.

The use of talanoa ako has become known and trusted by Pasifika communities and helped to build closer relationships with the MOE. This relationship and trust has enabled conversations and discussions to be held about difficult issues such as church and its importance, influence and effect on Pasifika families.

Talanoa ako had acted as change agents for both MOE and Pasifika communities, in managing complex demands from diverse communities within existing policy and resourcing environments, with rich discussions using a formula that works in a reciprocal nature where the MOE and Pasifika communities are both winners. Pasifika communities get to have a say on some of the things that will help raise achievement, the MOE gains better insights into Pasifika communities, what they think and what might or might not work in terms of policy and strategy formulation, give information and gain support for education, and, identify solutions.

Choice can also be exercised when students are achieving. For example Pasifika students need to gain NCEA Level 2 in literacy as well as gain enough numbers of unit and achievement standards to get into further education. Gaining achievement standards is important in enabling more subject choices. Low achievement at senior secondary levels leads to limited choices in tertiary education, both in levels and fields of study possible. This leads to limited employment opportunities and participation in the labour market. At senior secondary levels, Pasifika students need to understand what the qualifications framework will be delivering, and what career choices are available to them. Understanding this system will help them to realise more if not all of their education dreams, aspirations and expectations.

7.4.6 Education workforce

The majority of Pasifika learners are taught by teachers whose backgrounds are different from their own, and therefore educators need to be able to target and tailor their approaches to meet the needs of Pasifika learners. This requires educators to use a variety of tools and strategies to engage Pasifika students and build some understanding of Pasifika contexts and their effect on teaching and learning. Over the years, Pasifika communities have called for increasing the number of effective Pasifika teachers in the education workforce so that

they will provide more role models for students and increase schools' capacity and understanding of Pasifika contexts. This is expected to influence teacher practices more rapidly, with Pasifika knowledges being present across all curriculum areas and providing Pasifika leadership.

This thesis has used examples where evidence was showing effective teaching to be the most significant lever for influencing student achievement. Pasifika learners need the most effective teachers, in schools that provide focused pedagogical discourses, with an understanding of Pasifika student contexts, and, with strong connections to Pasifika peoples.

The collective education workforce needs to raise Pasifika students' achievement exponentially. This is a call for urgency and doing the same things at the same pace with the same beliefs are no longer sufficient. Pasifika education needs big strides forward in leaps and bounds. This thesis finds that slow scaling up of successful initiatives has had a significant impact on Pasifika achievement through successive student cohorts not realising their potential.

7.4.7 Pasifika Learners at the Heart of Pedagogy and Epistemology

Discourses on pedagogy and epistemology are not new and will continue as new knowledge is created and insights gained from research, evidence and practice. Again these positive discourses would need to provide positive education results for Pasifika students and young people. The focus should continue to be on making sure that the education system responds quickly and smartly, acknowledging that the issues are complex.

There is a lot of evidence now available about what is working to shift achievement and that it is *"not inevitable or immutable"* for Pasifika students to be low achievers (Lai, McNaughton, Amituanai-Toloa, Turner, & Hsiao, 2009). The key question is concerned with the time taken to see positive education results emerge and be sustained.

The Pasifika Compass for Success places the Pasifika learner at the centre of learning and teaching. For a long time Pasifika learners have been shaped to fit the education system's

needs, processes and practices. The Pasifika Compass for Success places Pasifika learners, with their values, identities, cultures and practices at the centre of their learning. This requires pedagogical practices, epistemologies, curriculum, leadership, and, parents, families and communities to be tailoring their practices and actions to fit the Pasifika learner. Co-constructing solutions with Pasifika learners, teachers, parents, families and communities in ways that shape successful learning as well as retaining values, identities and cultures might provide successful ways forward.

This thesis concludes that all Pasifika and non-Pasifika teachers need to make sure that all their teaching and engagements with Pasifika learners count towards success. There is ample evidence throughout the thesis that many teachers have a variety of tools at their disposal. These tools and strategies need to be joined up with high expectations that Pasifika learners can succeed, shown by research and evidence to be making a difference to success. Effective teachers can make a difference by having a fundamental belief that they can teach Pasifika learners. The reality, in reviewing Pasifika contexts and population growth, is that Pasifika learners are here to stay, and they need support to learn and keep their cultural heritages in tack. This is already a loaded package coming into the education system, where history and background are important and need to be inclusive of moving forward to learning new knowledge and skills. Culture, identity, upbringing and style have been explored fully in this thesis, and successful education must be able to tap into these significant areas. The question might be how to make sure that the global curriculum, national curriculum and local curriculum work together to achieve Pasifika educational aspirations and expectations.

In most situations Pasifika education requires strong leaders to work together to find solutions, sometimes this might still be unknown. This requires adaptive leaders who can draw together participants to discern new pathways. Where solutions are already known – and many are reported in this thesis – technical leaders need to get on and implement what works, tailored to the particular needs of Pasifika students and to their contexts (Heifetz, 2009).

7.4.8 Scaling Up What Works in Raising Achievement

What worked in schools to raise Pasifika student achievement included principals and senior school teachers leading change, involving parents, families and communities, with schools often up-skilling parents in using strategies to help children.

Common factors drawn across successful projects include a deliberate focus on pedagogy from school leaders and teachers alike; strong links and relationships with parents, families and communities; and continuous use of evidence to inform teacher learning, development and practices (Robinson, Hohepa & Lloyd, 2009). In these cases leadership has been important in making sure that education discourses are focused and the right connections made. Requiring the education sector to sustain this kind of system change is what Pasifika students, parents, families and communities need, and what the system needs for making effective and sustainable change.

The rhetoric about Pasifika success being a priority across the education system needs to be realised in ways that are touchable and viewable by Pasifika and non-Pasifika peoples. The real question for education is how long it will take for Pasifika peoples to achieve *"the participatory goal, the indigeneity goal and the equity goal"* that Durie (2004) so aptly posed.

Having reviewed the Pasifika Education Plans to date it is worth asking several questions:

- Have the steps taken to date provided the bases for the students who benefited from these interventions to do better than members of the previous cohort?
- Which interventions have had the most impact?
- Cohort analyses are just now becoming possible to trace students through the early stages as they begin to reach tertiary levels. How can successful interventions be stepped up to built upon successes in stepping up national attention to achieving increasing Pasifika targets so that the goal of reaching parity between Pasifika and non-Pasifika students is realised?
- A series of governments have recognized the importance of such parity to the well-being of Aotearoa New Zealand. How may limited resources best support the parity goal, and at what point should reasonable results be expected?

- The Pasifika learner brings a 'total package' of culture, identity, upbringing and style, into early childhood services, schools and tertiary education. How can the system teach to the whole learner and not just parts of the learner?
- Pasifika language is not going to be silent. How can the education system further build on that to raise achievement and meet some of the language aspirations of diverse Pasifika communities living in a multicultural Aotearoa New Zealand society?

This thesis finds that one of the key concerns is the time taken to scale up projects or initiatives that have been successful in showing positive achievement results for Pasifika students. The focus should continue to be making sure that the education system responds quickly, deliberately and smartly. However, the issues are complex, the education bureaucracy is large and the education sector even larger, and there are no easy answers. This though, requires the strategic vision that prioritises Pasifika peoples' education outcomes to be raised, warranting targeted responses to be realised at all levels of the MOE through to delivery across the education system.

7.4.9 Leadership

This thesis also concludes that strong leadership is important is making sure that change happens and is sustainable. Leadership takes many forms and Pasifika communities think about leadership in conjunction with "serviceship"; that is, leaders serve their communities to the best that they can or leaders provide opportunities for communities to further develop and achieve their aspirations and expectations in education. Leadership is both operating at the "balcony" (using the distant lens) as well as being involved on the "dance floor" (using the close up lens). Leadership is about adaptive change, not being afraid to try new avenues, and being the technician to get on with the job and make happen what the evidence shows to be working.

When all avenues for Pasifika voices to be heard fail, Pasifika peoples would necessarily be seeking for their voices to be heard by authorising environments such as government, the MOE and education agencies. Strong leadership also needs to ensure that Pasifika parents, families and communities realise their reasons for migration to this country, and operate as successful citizens of Aotearoa New Zealand.

7.5 Epilogue

The New Zealand Herald of Monday 12 April, 2010 (p. A9) reported that poor schools have made big NCEA gains.

> Schools in some of New Zealand's poorest areas have achieved the biggest gains in student achievement over the past six years … De La Salle College in Mangere East, another school in the poorest tenth of schools with a roll that is 86 per cent Pasifika, raised its pass rate from 28 per cent to 63 per cent … De La Salle College has already reached 99 per cent of school-leavers achieving at least NCEA level two. The acting principal … said his college was also getting parents involved.
>
> "We get literally hundreds of parents turning up to parent-teacher evenings. The numbers have increased every year," he said. (http://www.nzherald.co.nz/nz)

At the beginning of this thesis, a vignette (Vignette 1) about attendance at a MOE talanoa ako on a cold winter's evening showed that bad weather was not a deterrent for parents, families, students, communities, schools, educators, researchers and education agencies participating. All participants wanted to raise Pasifika achievement. Several years later, improved NCEA results were reported from this area (Vignette 2).

This epilogue reports on results from another region of the country and shows that it is possible to raise achievement. Hopefully this result will be "stepping stones"[101] to further education and training, setting Pasifika peoples on a path of realising their education aspirations and expectations in further and higher education. There is no doubt that Pasifika students' participation, engagement and achievement have been made at all levels of the education system, shown through analysis of Pasifika data. However, comparative analyses between Pasifika students and other populations provide realistic tests about where Pasifika populations are, important in making sure that improvements continue to keep pace with non-Pasifika populations. The fact is that the Pasifika population is growing fast and this might result in slower or negative shifts in Pasifika participation, engagement and achievement.

[101] Research by the Starpath Project, Auckland University, "Stumbling blocks or stepping stones, Students' experiences of transition from low-mid decile schools to university." By Madjar, I., McKinley, E., Deynzer et al.

The thesis agrees with the evidence that effective teaching is the most significant lever within the education system for improving achievement. This influential lever needs to be effective for Pasifika learners all the time and the epilogue above and Vignette 2 in the prologue show that improvements have been made over time. There are obviously goodwill and effective strategies out there, and harnessing that positively for Pasifika learners requires effective leaders and champions both Pasifika and non-Pasifika. These champions need to be armed with the evidence of what works; influence parents, families and communities and everyone in the education sector, the MOE and education agencies to believe that it is in their power to raise Pasifika participation, engagement and achievement; and get Pasifika learners to believe that hard work is a pre-requisite for successful education. This model requires effective collaboration on all fronts to be able to sustain Fanā Fotu (Transformation) for Aotearoa New Zealand.

APPENDICES

APPENDIX ONE: ANNUAL FONO SERIES

Preparations and Briefings for the 2006 Annual Fono Series.

Introduction

1. This year's series of education fono with Pasifika communities and young people is about to get under way across the country. This briefing aims to provide current information on Pasifika education in the area/region or city where the fono is held, the Pasifika community, progress since the last fono, key issues and risks identified by the Regional Offices and other background information that might be useful.

2. Seven fono will be held between June and November. The first youth fono for the year having already taken place in Christchurch on 4 April. The second youth fono will be in Auckland on 7 June and the third in Wellington on 26 July. The Auckland youth fono will also host the launch of the Pasifika Education Plan 2006-2010.

3. The five remaining fono will be held in Auckland (2), Hamilton (community and youth combined), Wellington, Christchurch. Where possible, fono have been organised to coincide with the Quarterly Forum and Regional Overview Group meetings enabling more managers to attend.

4. A series of briefings have been offered across the Ministry to engage staff to not only gain a better understanding of the purpose of the fono series but also to encourage attendance where staff can have the opportunity to listen in on conversations that will help build more understanding of Pasifika, to help inform the way policies are developed and delivered.

5. Two paper briefings have been sent to managers. Briefing meetings and ongoing conversations have taken place with Pasifika Education Co-ordinators, Northern Regional Management Team, TCTL, Group Special Education District Managers, EIS Regional Managers, Pasifika Advisory/Reference Groups, Ministry of Pacific Island Affairs' National and Auckland Regional Offices, and a large cross-section of Ministry staff in Wellington. Further briefings are planned for Regional PAG meetings during July and August. All facilitators and MCs will be briefed before each fono. The Auckland youth fono MCs and facilitators were briefed on Monday 29 May. A refresher briefing will be held just before each fono starts.

6. This year has seen the Pasifika unit continue to collaborate across the Ministry and the sector to produce your multimedia presentation. The Pasifika unit has worked with Stakeholder Relationships, TeamUp, Speech Writer, School Improvement and Monitoring and CTL, your office and yourself to identify stories and effective practice. Management, students, teachers and parents of Pasifika early childhood services and a College both of Auckland have worked to build case studies for the fono.

Fono Schedule and Organisation

7. Scheduled fono are shown in Table 1 below. Note that some fono venues are still being finalised and that the key contact for all fono is Lesieli Tongati'o, (04) 463 8238; (027) 243 0663.

Date	City	Venue
7 June	Auckland Youth & Pasifika Education Plan 2006-2010 launch	Auckland Girls Grammar Hall, Howe St, Newton
6 July	Christchurch	Mapusaga Fou Hall Dyers Road
26 July	Wellington Youth	Wellington Girls College Pipitea Street, Thorndon
7 September	Auckland	Auckland Girls Grammar Hall, Howe St, Newton
21 September	Wellington	Elim Christian Centre 11 Heriot Drive, Porirua
25 October	Hamilton (Community & Youth combined)	St Andrew's Church Hall, Cnr River Rd and Te Aroha St, Hamilton
9 November	Auckland	Sir Edmund Hillary Collegiate, 2 Franklyn Rd, Otara

8. Aside from the Auckland Youth fono on the 7 June[102], all fono follow a similar format. The fono programme includes:

4.30pm Coffee/tea available
5:00pm Opening prayer, welcome & Introduction of MCs (Regional PAG/Reference Groups)
5:30pm Leading for Success, multimedia presentation (CEO)
6.00pm Panel – 3 members talking about leading success in different worlds (panellists to reflect a broad spectrum of young people, educators, parents, role models, communities etc)
6:15pm Facilitated workshops (discussing prepared questions)
7:30pm Reporting back – at least two priorities from discussions (MC facilitation)
8:10pm Open forum (MC facilitation)
8:30pm Summation, closing prayer, shared meal (Regional PAG/Reference Groups

9. A series of questions will be used to further unpack this year's fono theme 'Leading for Success', and discussed during facilitated workshops:

[102] The *Pasifika Education Plan 2006-2010* was launched by the Minister of Education at this event.

- What contributed to your successful or difficult experiences in different parts of your life?
  - home, friends, family, school, community

- In what ways has your education opened up future possibilities and helped you to succeed or give confidence about how you will be able to succeed?

- If you had the chance to plan your learning programme what would you include as the most important elements of it?

10. The panellists for this year's panel discussion will be talking to the topic 'Leading success in different worlds'. Panel members have been selected to represent youth, community and parent perspectives. Panel discussion is a vehicle of focus for the more in-depth discussions in workshops later in the programme.

11. This year, regional offices are responsible for sending out invitations and have access to the Ministry's database in the Pasifika unit should any updates be required. For the youth fono, invitations will be sent to schools and part of a school's invite will be four individual invitations for students. Schools will select which of their students attend the fono. Community invites will use previously established processes with invitations to be sent to Pasifika peoples and others interested in Pasifika education including members of the Ministry's Advisory and Reference groups, parent, family and community groups, Pasifika Board of Trustee members, school leaders, tertiary providers, and MPIA's Community Reference Groups.

12. Reminder notices will also be sent and broadcast through Pasifika radio programmes and the Tagata Pasifika TV programme.

13. Workshop facilitators for the youth fono have been selected for their ability draw a young people into conversation focused around the workshop questions. Facilitators are Pasifika tertiary liaison people and young Pasifika teachers. For the rest of the fono, workshop facilitators will be a mix of officials from the Ministry of Pacific Island Affairs, PAG/ Regional Reference group members and other community people as required. Scribing workshop discussions will be Ministry staff on laptops to ensure a prompt turnaround of fono feedback for analysis.

14. Last year approximately 2,000 people attended fono and this year's attendance is expected to be higher given our experience from previous fono and the launch of the Pasifika Education Plan 2006-2010.

Fono Purpose and Outcomes

15. Fono are key events in the Ministry's annual Pasifika work programme. These fono are touchstone events that promote dialogue and discussion on key strategic areas, giving the Ministry further insights that help in developing more effective policies

and operational activities. This year's fono in particular provide opportunity to raise awareness of the Pasifika Education Plan 2006-2010 and further build and consolidate Ministry relationships with Pasifika parents, families and communities.

16. Another positive outcome from the fono has been the opportunity for Pasifika parents and families to talk with principals and teachers where this might otherwise occurred.

17. Fono feedback drives some of the Regional Offices' Pasifika work programmes for the following year by identifying key issues for the region and the groups or people to have further discussions with and follow up support.

18. All fono discussions will inform a report at the end of the fono series this year, providing commentary and analysis of the discussions broadening the Ministry's insights into Pasifika youth and communities' views on the fono theme and education generally, identify issues related to shared responsibilities towards education, identify areas for further follow-up by relevant groups and Regional Offices.

Multi-media presentation

19. Your speech and multi-media presentation provides Pasifika communities and young people with the opportunity to hear from you directly. This part of the fono programme also provides information about the Ministry's priorities and future directions, a brief update from last year's fono, and reemphasis on the key role that parents, families and communities have in supporting education.

20. This year your speech will overlay a multimedia presentation that is organised in the following ways:
    - Leading for success – success, different worlds, leading
    - Making success real – parents perspectives (video clip)
    - Making success happen
    - Making success happen –early childhood education (video clip)
    - Making success real –College (video clip)
    - Making success real – students as individuals, different learning pathways, course selection is important
    - Different worlds converging for success – home, friends, family, school, community, work (PSCPL video clip)
    - Walking in different worlds – a parent (video clip)
    - Leading success in different worlds
    - What contributed to success or difficulties in different parts of your life? – home, friends, family, school, community
    - How has your education opened up future possibilities? Helped you succeed? Given you confidence about succeeding?
    - If you could plan your learning programme what would be the most important elements?

Key themes from the 2005 fono

21. A brief summary of the key themes from 2005 fono feedback is listed below:

- Effective teaching – participants, especially youth readily describe characteristics of effective teaching;
- Pasifika reflected in the curriculum – both community and youth feedback on the demand for things 'Pasifika' to be included in the classroom;
- Effective learning relationships – need to develop better relationships between parents, teachers, schools and students; and
- Self belief – mostly from youth about the influence of self belief on learning and success.

Suggested follow-up activities from the 2005 fono

22. Fono follow-up is critical to the integrity of the whole process. In response to improving follow-up from last year's fono, Table 3 below shows follow-up actions identified by region.

Table 3: Follow-up activities

Northern	Central North	Central South	Southern
• Effective communication to parents and communities particularly on NCEA, scholarships, financial assistance for tertiary; • Better careers advice to students at strategic times in the school year; • Responding to demand for Pasifika studies and languages in schools • Networking opportunities for parents, communities and educators e.g. fono, conferencing, workshops;	• Effective communication to parents and communities particularly on careers, and financial assistance for tertiary; • Recruitment of Pasifika teachers; • Recruitment of Pasifika Board of Trustee members; • Professional development on effective teaching for Pasifika students • Equip schools with mechanisms to formally recognise parent contribution to school	• Effective communication to parents and communities particularly on financial assistance in tertiary education and scholarships, case studies of success in school/ student/ family learning relationship; • Careers advice; • Recruitment of Pasifika teachers • Recruitment of Pasifika Board of Trustee members; • Respond to demand for Pasifika languages and bilingual component in schools; • More homework centres	• Effective communication to parents and communities particularly on financial assistance in tertiary education and scholarships; • Recruitment of Pasifika teachers; • Recruitment of Pasifika Board of Trustee members; • More initiatives to involve parents in education e.g. workshops and fun nights, networking, Home School partnerships; • OSCAR programme in first languages; • Church to provide an education scholarship

Progress since 2005 fono

23. A summary of progress made during the 2005-2006 period, and follow-up activities are included in Table 4 below.

Table 4: Progress

Issues from 2005	National Progress	Regional progress
Early childhood education: • participation and quality services • qualified staff • governance and management • transition between ECE and school	• 95 Pasifika ECE services were licensed by 2005, an average of 7 licensed and chartered yearly • Since 2000, 1261 Pasifika 3 and 4-year olds have enrolled in ECE services through the Promoting Participation Project • Based on school entry data, July 2002, 79% of Pasifika children had attended an ECE service compared to 97% of European/ Pakeha children. This increased to 83% in 2003 • Six new Participation books (Tupu series) were produced and distributed in 2004 • Professional development contracts supporting Te Whaariki included a Pasifika contractor • The 2005 Budget announced an additional 200 scholarships. From this round 142 scholarships were awarded to Pasifika peoples. • Three contracts were in place in 2005 to promote teaching as a career to Pasifika peoples.	Northern • 66 licensed centres • Further funding workshops held in Auckland • Advice and Support Coordinators now in place to work with services on governance and management • ECE coordinators continue to work with Pasifika services to improve quality Central North • One licensed centre • Diploma of Teaching (ECE, Pasifika) now offered in Napier/Hastings. Central South • 17 licensed centres, 15 in Wellington Southern region • 10 licensed centres, six in Christchurch, two in Dunedin and two in Invercargill. • Funding workshops held throughout region • ECE scanning tool to assess the health of ECE community based centres was piloted with Pasifika centres in Chch. • Buddy/mentoring system developed for pre-service teachers.
Compulsory education: • Increase achievement levels of Pasifika students • The curriculum needs to reflect the cultural values, heritage and language/s of Pasifika students • Better quality of careers advice • Increase the number of Pasifika teachers • Increase Pasifika peoples on Board of Trustees	• Tongan, Niuean and Tokelauan curriculum statements are currently being developed, due for completion in 2006 • 46 Pasifika planning and reporting sector workshops were held across the country • 612 Pasifika BOT members now in place, close to a 35-45% percent rise • Pasifika Arts resources were released in April • Up to 50 new Pasifika teachers registered this year • NCEA results for Levels 1 and 2 continue to show upward trends, albeit slow • Pasifika Special Education resources have been translated in 5 different Pasifika languages and will be distributed in August and September.	Northern • AIMHI implemented a teacher mentoring programme in June 2004, 56 teachers were coached. A total of 300 teachers have been mentored over three years on teaching strategies for Maori and Pasifika students. • 2003 NCEA Level 1 results for AIMHI schools in the South Auckland area and Porirua show a 12% increase in the number of Year 11 students gaining a Level 1 certificate compared to 2002. Decile 1 schools were shown to do better than decile 2 schools and match decile 3 schools on this measure. • More Pasifika parents elected to BOTs in a number of Auckland schools. Central North • The Hamilton Pasifika Teachers Link support network has been strengthened through liaison with the Ministry's local Pasifika Advisory Group members. A local teachers' website has been developed enabling teachers to access

Table 4: Progress

Issues from 2005	National Progress	Regional progress
	• TeamUp and Curriculum Teaching and Learning groups have distributed pamphlets on assessment to parents. • 4 Achievement Through Pasifika Languages (ATPL) pilot centres were in place for Pasifika children in Years 1-4 in primary schools. Three centres are school-based and one centre is community-based • Resources for Language Assistants will be available to selected schools from the beginning of the 2006 school year. •	collegial networks online. • A Research symposium on Pasifika students in mainstream education is planned (27 August). • A database of Pasifika board of trustee members in Hamilton showed increases since the last BOT elections with a reported 15 Pasifika trustees Central South • 20 Pasifika study support centres in the region. Southern • sPACIFICally PACIFIC fono – focus on raising achievement and careers • Six Pasifika study support centres in the region, four of which are in Christchurch • Home School partnerships established in Christchurch and Dunedin Two Pasifika School Community Parent Liaison project clusters in Christchurch –Aranui High School, Linwood College
Tertiary education: • Better support for Pasifika students at TEI's • More foundation level courses and adult community education • TEI's need to be more responsive to Pasifika learners • Encourage more research from diverse perspectives	• This year the Pasifika adult literacy pilot programme was extended for another year. An evaluation of these programmes is currently underway by TEC. • All TEI's need to consult with Pasifika communities on their charters and profiles. TEC's roll will strengthen this. • Pasifika Post-graduate study award – One of these awards is offered each year to a Pasifika post-graduate wanting to do research on education.	Central North • Follow-up discussions with tertiary students and providers. • Participate in TAPA fono – tertiary access for Pasifika Ako, a tertiary orientation programme including secondary students, mentors, parents and teachers. Southern • Christchurch Pasifika Education reference group have developed a Pasifika tertiary framework
Sector- wide: • Effective communications to Pasifika communities • Building more effective relationships between education institutions and Pasifika parents and communities	• Work streams contributing to these goals including: Team Up, Home School Partnerships, the Pasifika School Community Parent Liaison (PSCPL) project, Schooling improvement projects and the Literacy and Numeracy Strategy • 13 Pasifika reference and advisory groups operate in all regions. Three Pasifika Advisory Group fono are held annually. • 7 Pasifika education radio programmes provide information to parents, families and communities, up 2 from 2002; 3 editions of Talanoa Ako: Pacific Education Talk are distributed annually	Northern • The Ministry along with the University of Auckland, Mangere schools, BOTs and families have increased communication and partnerships. One of the outcomes of these relationships is the development of an area-wide database to analyse student achievement.

APPENDIX TWO: COMMON THEMES DRAWN FROM TALANOA AKO 1994-2009

Early Childhood Education

	1994–1995	1997–2000	2001–2005	2006–April 2008	Late 2008–2009
Contextual Factors	• Lack of resources for Pasifika ECE services including - capital (land and buildings) - learning resources for children - scholarships for teacher training - governance training • Effect of possible vision and hearing impairments	• Understanding of: - legislation, MOE documents and requirements - value of ECE and community aspirations - importance of language and cultural maintenance • Issues of access and affordability	• Participation, access, funding • Language, culture, identity • Licensees' knowledge of ECE • Parents and family support for ECE • Church values • ECE is key and need to identify barriers sooner • Issues of access and affordability	• Participation and quality environments • Resourcing • Value of ECE • Teacher qualifications and registrations	•Good governance, management, relationships with parents and community, safe environments •Literacy and bilingualism
Systemic Factors	• Negative stereotypes of Pasifika ECE services • Parents do not know what services are available • Pasifika services want to meet the same high standards as other services • Importance of networks and collaborating amongst services	• Planning, funding, resourcing • Transitions from immersion ECE to mainstream schooling • Importance of Pasifika languages and cultures • Better use of MOE resources e.g. Tupu series • Importance of relationships and engagement with parents and communities	• Equity funding • Educators qualifications and professional development • Quality of teaching, child centred programmes and safe environments • Licensing and chartering processes and information	• Clarity on education policies, operational activities, advice and support, governance, management and supervision, licensing and funding, Pasifika exemplars and resources	• Assessment processes for Early Intervention (EI) to help professionals make informed decisions, services to have better behavioural management systems
Structural Factors	o Quality of Pasifika ECE services – buildings o Meeting and sustaining licensing and chartering status	• Educator's qualifications, working conditions • Financial planning • Programmes that meet Pasifika expectations and aspirations, language and culture	• Quality provision in Pasifika and mainstream ECE • Resources • Number of Pasifika services • Access • Transitions from immersion to early schooling • Research	• Pasifika ECE services need to be accessible to parents and the Ministry needs to consider extended family needs and child rearing practices • Teacher supply	• Meeting and sustaining quality standards in Pasifika provision and programmes for children
Service Factors	• Transition into mainstream schooling • Governance and management skills • Sustainability and viability	• Language barriers • Affordability • Quality • Network of Pasifika services	• Increased awareness of the value of ECE and transitions to schooling • Staffing - salaries • Costs and financial planning	• Information available to parents through a variety of media they can understand	• Information on value ECE and Early Intervention (EI) in Pasifika languages

APPENDIX TWO: COMMON THEMES DRAWN FROM TALANOA AKO FONO 1994-2009

Compulsory Education

	1994–1995	1997–2000	2001–2005	2006–April 2008	Late 2008–2009
Contextual Factors	• Differences between home and school culture, many students feeling alienated • Small number of teachers with a real concern for students • Peer pressure and racism • Lack of appropriate role models • Absenteeism, truancy, suspension • students' low motivation and low self esteem	• Access to technology • Bilingual education policies, resources • Role models, mentoring • Pasifika languages taught at all levels • Multiculturalism, diverse student backgrounds • Equity, equality of opportunities • Qualifications that enable direct entry into tertiary programmes	• Language, culture • Home/school liaison • Parents understanding the education system • Transitions from immersion ECE services to schooling • Role models • Student' self esteem, value heritage language and culture • Behaviour issues • Schools to value Pasifika students cultures and identities	• Students having personal drive, values, dreams, motivated, high expectations, setting goals and pursuing them, having self-belief in their ability to succeed and taking ownership of own learning • Personal responsibility for time management, prioritising, and minimising or eliminating the impact of poor attendance, truancy, alcohol, drugs, and violence	• Hearing what other schools are doing to raise achievement and what is working for Pasifika students
Systemic Factors	• Failure experienced by children on entry to school • Late, inappropriate and irrelevant career planning • Streaming, Pasifika students put into lowest ability groups • Lack of understanding of assessment methods and their purposes • Negative stereotypes of Pasifika students	• Monocultural systems, little targeting • Assessments, evaluation, achievement • English, ESOL • All teachers to be effective for Pasifika • More Pasifika teachers and progression to senior management • Leadership, governance • Attendance, truancy, suspensions • Reading recovery • Literacy and numeracy	• Pasifika Social Workers and support staff in schools • Pasifika language and cultures in schools, bilingual education • Literacy and numeracy strategies to be effective for Pasifika learners • School planning and reporting to focus on Pasifika students • Providing career information early • Majority of palangi teachers are not aware of Pasifika values, contexts • Achievement is important • Representation on BOT and training	• Pasifika capacity in the education workforce, leadership, principals, school boards of trustees • Set up Pasifika schools like Pasifika ECE • Pasifika students not disadvantaged through school & subject choices • Teacher supply workload and pathways into senior management and principalship • Curriculum needs to be tailored to what students want and need	• More Pasifika teachers and teachers who understand Pasifika students, their cultural and social contexts, with high expectations

APPENDIX TWO: COMMON THEMES DRAWN FROM TALANOA AKO FONO 1994-2009

Compulsory Education

	1994–1995	1997–2000	2001–2005	2006–April 2008	Late 2008–2009
Structural Factors	• Lack of bilingual education policies • Monocultural schools and curricula • Lack of clear or targeted Pasifika school policies • Lack of Pasifika teachers across the system	• Home/school relationships • Career planning • No Pasifika schools • Lack of effective targeting • School organisation and management	• Effective teachers for Pasifika • Professional Development • Pasifika language curriculum and resources such as Learning Media to be used more effectively • Curriculum and assessment tools • More Pasifika teachers in the education workforce • Pasifika values and knowledges in the curriculum • Pasifika cultural competencies for all teachers • Set up Pasifika schools	• Teacher supply and remuneration issues. • More Pasifika teachers across the system, progressing into senior management and principalship. • Teachers supporting and encouraging what students want to do and honestly wanting to help Pasifika students. • Build confident learners. • Teachers act as champions and role models for students	• Retention of Pasifika teachers in the education workforce • Pasifika teachers career progression into senior management and principalship
Service Factors	• Ineffective teaching, assessment and evaluation processes • Parents are ill-informed about the contents of the curriculum • Parents lack knowledge of school processes and systems • Schools lack of understanding of Pasifika peoples contexts	• Reporting to parents • Pasifika representation on boards, whole board understanding of Pasifika • Bilingual policies • Differences between home and school	• Honest feedback on student's progress • Effective teachers are motivated, passionate, non judgemental, believe in students, care, have a range of teaching strategies, and have high expectations • Timetable issues	• Support parents during teacher interviews. • Promote homework groups • ECE, schools and tertiary providers to be accountable for improving Pasifika outcomes and build relationships with Pasifika communities. • It starts with parents igniting a fire and a love for learning	• Families, parents to be more engaged, understand the system and support their child's educational needs and aspirations

APPENDIX TWO: COMMON THEMES DRAWN FROM TALANOA AKO FONO 1994-2009

Tertiary Education

	1994–1995	1997–2000	2001–2005	2006–April 2008	Late 2008–2009
Contextual Factors	• Students lack confidence to study a variety of programmes • Poor English proficiency • Low senior secondary school achievement and meeting tertiary entrance requirements • Bridging programmes	• TEO's lack of consultation with Pasifika • Career information available early • Barriers to participation • Information about different programmes • Issues of access and affordability • Fees and costs • Participation at low qualifications	• Culture and language • Transitions to higher education and/or workforce • Need more family support • TEI partnerships with schools • Students' committed, disciplined and responsible for own learning, creating a culture of success amongst peers	• Tailored learning support and approaches to improve Pasifika students achievement across all tertiary disciplines for example tuakana teina (senior junior) student mentors • Growing Pasifika research capacity • Better understanding the impact of diverse Pasifika populations and world views	• Centre-based training to be available to educators
Systemic Factors	• Late, inappropriate and irrelevant career planning • High Pasifika student drop out rates • Low numbers of Pasifika researchers and needing to develop Pasifika research capacity	• Consultation • Capacity, capability in leadership, governance and management • Recognition of prior learning • Partnerships and engagement • Targeted student support • Career advice early • Access, costs, barriers • Concentration on a few areas of study • Adult literacy	• More career expos • Access, scholarships • Targeted Pasifika tertiary meetings • Student support, retention, completions, progressions, bridging programmes, stair-casing to reverse high drop outs • Role models, tutors and mentors • Participation in low level qualifications • Pasifika research on teaching and learning • Learning is a life-long process	• Participation, progression, completions • Accreditation of Pasifika language skills for parent volunteers	• More *fono* providing opportunities for networking • Raising school board's understanding of Pasifika

APPENDIX TWO: COMMON THEMES DRAWN FROM TALANOA AKO FONO 1994-2009

Tertiary Education

	1994–1995	1997–2000	2001–2005	2006–April 2008	Late 2008–2009
Structural Factors	• Pasifika students concentrated in a few areas of study • Barriers to tertiary studies including financial, learning support	• Transitions from senior secondary to tertiary, vocational education • Pasifika PTEs • Bridging programmes • Need to participate in a variety of disciplines	• Qualifications and achievement at higher levels • Research and innovations from diverse perspectives • Tertiary fees, loans • More Pasifika teachers • Pasifika Private Training Establishments (PTE) • Tertiary leadership, governance, management • More research is needed on what works • Pedagogy to include Pasifika knowledges	• TEC role and its influence on parents and communities, and, the use of TEC funding • Leadership, governance, Pasifika capacity • Career advice early to help select choices and meaningful pathways • Research, evidence, data and information on what works to drive success	• Translating community needs into policies • Successful transitions across all areas
Service Factors	• Students needing career information to enable stair casing into higher levels of qualifications • Lack of information about tertiary programmes • Need targeted programmes for Pasifika such as language and cultural studies in tertiary	• Participation, retention • Student support • Research in best practice, what works • Participation in positions of influence, decision making	• Role models • Value and understand students diversities	• Improve consultation between TEO's, TEC and communities. • Better transitions into the workforce • Students succeeding in examinations as well as being strong in themselves, their culture, languages and identities • Programmes targeted to Pasifika intakes	• Need to see whether the solutions are working, • Importance of follow up actions from fono

APPENDIX TWO: COMMON THEMES DRAWN FROM TALANOA AKO FONO 1994-2009

Education Sector-wide

	1994-1995	1997–2000	2001–2005	2006–April 2008	Late 2008-2009
Contextual factors	• Lack of coordination • Non-involvement in school activities • Communications issues • Parents placing a lot of trust on teachers • Absence of a supportive Learning environment • Poverty • Disciplinary issues • Confused expectations of both parents and students	• Effect of home contexts on education • Language, identity, culture and values count • Authoritarian Pasifika structures, tending not to question, church, relationships are important • Population is young, diverse, complex and Auckland-based • High education aspirations • Parent support	• Network with community, parents and church • Value of face to face engagement through *fono*, MOE to be more consultative • Parents engaged in learning not just sports and culture, support students more through less pressure through fa'alavelave and church activities • Parents to spend time talking with their children • Need to move from consultation to action	• Respect and value cultural differences, spirituality, church, and celebrate diversity • PAG to help market the Plan, advocate, infiltrate, disseminate, reflect and evaluate! Both within MOE and communities. • Value in holding *fono* to engage communities • Mismatch of values and expectations between parents, students, school • Lack of parent and family confidence ad skill to engage with schools • Parents' high trust in the system	• Who defines quality? • Pasifika 'think tank' to re-define and re-think ECE/EI for Pasifika • Transitions & partnerships across all sectors
Systemic Factors	• Lack of clear policies, goals and development Plans from the Ministry of Education • Being unable to access the right information across the education system • Little acknowledgment of Pasifika differences across the system	• Sustaining relationships across the education system • System not delivering for Pasifika • Parents not well informed • Parents have high trust in the education system to deliver success • Strong cultural and language maintenance • Fono with communities • Pasifika represented in positions of influence across the system	• Language classes in communities • Effective relationships between ECE, schools, tertiary, education providers and Pasifika peoples • Pasifika specific data across the education system • Resources eg transport • Achievement outcomes • Representation and co-ordination of MOE's work in national and regional offices, and with other government agencies • Leadership and management attitudes to Pasifika • Pasifika issues to considered across the education system	• Education information provided in a variety of media, radio, print, television, web, and email • Students' choices are influenced by factors outside their families' control eg media and society about what is cool • Schools and government agencies working together-establishing and building relationships • Lack of value given to Pasifika cultural capital • All databases to include Pasifika ethnic, gender information	• More fono providing opportunities for networking • Raising school board's understanding of Pasifika

APPENDIX TWO: COMMON THEMES DRAWN FROM TALANOA AKO FONO 1994-2009

Education Sector-wide

	1994-1995	1997–2000	1997–2000	2006–April 2008	Late 2008-2009
Structural Factors	• Lack of consistent and clear provision of information by all education agencies and providers • Low Pasifika capacity in the education workforce	• Coordination, devolution, decentralisation • Understanding interventions, initiatives, types of schooling	• MOE Structure - Pasifika coordinators in all regional offices • Pasifika at decision making levels across the system • Information to be provided through appropriate media • Policy development to be inclusive of Pasifika • Concerns for boys education • Importance of literacy and numeracy skills, foundations skills for learning across all sectors • Parents understanding the qualifications system •	• Home/school Partnerships • Students want security in school and in homes • Everyone in the education system having high expectations of Pasifika students • Evaluate the effectiveness of what has already been done • Validate parent strengths and contributions • Better transitions between primary, secondary and tertiary sectors	• Translating community needs into policies • Successful transitions across all areas
Service Factors	• Lack of involvement with school management • Cultural constraints such as obligations to family and community • Low expectations of students across all services	• Understanding the education system • Parent support, parent education • Equity, parent choices • Partnerships	• Schools report and provide information on programmes to parents • Communications to parents to use all media • PAG to provide Pasifika perspective, not rubber stamp decisions already made	• Home contexts of culture, values, beliefs and language to be integrated into learning • Lack of balance in home, school, church obligations • Education sector to encourage parents' engagement and support. • Impact of tight family resources on education eg transport, stationery, lunch • Distractions from friends and peer group pressure, social life	• Need to see whether the solutions are working, • Importance of follow up actions from fono

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